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# LABOUR GAZETTE

FEBRUARY 1953

L. LIII No. 2

## IN THIS ISSUE:

The Problem of  
the Older Worker

Page Changes during  
first 9 Months, 1952

Collective Agreements in  
Canadian Manufacturing



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# THE LABOUR GAZETTE

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A. MacNamara, Deputy Minister

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VOL. LIII, No. 2	CONTENTS	FEBRUARY, 1953
Current Manpower and Labour Relations Review.....		171
Notes of Current Interest.....		187
Extracts from Hansard of Interest to Labour.....		191
The Problem of the Older Worker.....		203
Unemployment Among Older Workers.....		217
Wage Changes in Collective Agreements, 1st 9 months, 1952..		218
Collective Agreements in Canadian Manufacturing.....		221
Chamber of Commerce Presents Brief to Government.....		228
Survey of Working Conditions of Young Workers in Quebec....		230
International Labour Organization:		
120th Session of ILO Governing Body.....		232
Fourth Session of Petroleum Committee.....		232
ILO Studies Problems of Women Textile Workers.....		235
Teamwork in Industry.....		236
Industrial Relations and Conciliation:		
Proceedings before Canada Labour Relations Board.....		237
Conciliation Proceedings before Minister of Labour.....		239
Collective Agreements and Wage Schedules:		
Recent Collective Agreements.....		275
Collective Agreement Act, Quebec.....		281
Labour Law:		
Legal Decisions Affecting Labour.....		284
Recent Regulations, Federal and Provincial.....		289
Unemployment Insurance:		
Decisions of the Umpire.....		295
Monthly Report on Operations.....		298
Labour Conditions in Federal Government Contracts.....		299
Prices and the Cost of Living.....		303
Strikes and Lockouts.....		305
Publications Recently Received in Department Library.....		306
Labour Statistics.....		311

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## manpower and labour relations

### REVIEW

#### Current Labour Market

**T**HE overall level of employment in Canada continued its usual seasonal downward movement in January. This decline mainly reflects the usual contraction of employment at this time of the year in such industries as logging, construction, fishing and shipping. It also reflects the usual post-Christmas lull in retailing activity and machinery overhaul and stocktaking which occur in many industrial plants about the beginning of the year. As a result, the number of labour market areas in the labour surplus categories is now reaching its peak. The comparison with last winter is much the same as in December, 1952, economic activity in the urban industrial regions showing greater strength and activity in the smaller rural areas, particularly those in Eastern Canada associated with logging, showing a decline.

The Monthly Labour Force Survey (see footnote (a), page 176), which provides an overall picture of current manpower utilization patterns, estimates that for the week ending January 24, 1953, there were 5,210,000 persons in the civilian labour force, a decrease of 66,000 from the figure reported for the week ending December 13, 1952. Of this total, 4,533,000 persons were at work for 35 hours or more during the week, a decline of 25,000 from December 13; 321,000 were at work for fewer than 35 hours, a decrease of 138,000; 169,000 had jobs but were not at work, an increase of 42,000; 187,000 were without jobs and seeking work, an increase of 55,000 from the previous month.

Of the 321,000 persons working fewer than 35 hours during the week, about 198,000 usually work part time. Of the remaining 123,000, 35,000 were on short time, 10,000 were on temporary lay-off part of the week, 32,000 were away because of illness and 14,000 because of bad weather and the remainder, 32,000, were not at work because of vacations, industrial disputes or because they had either lost or found a job during the week.

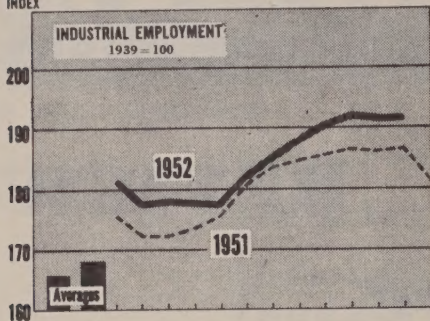
**A Labour Gazette Feature**

by Economics and Research Branch  
Department of Labour, Ottawa

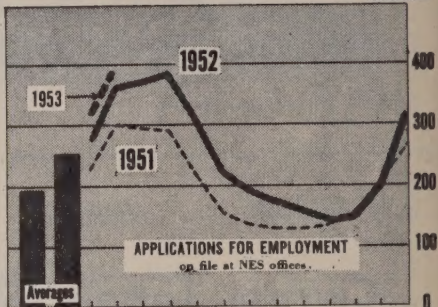


# CURRENT LABOUR TRENDS

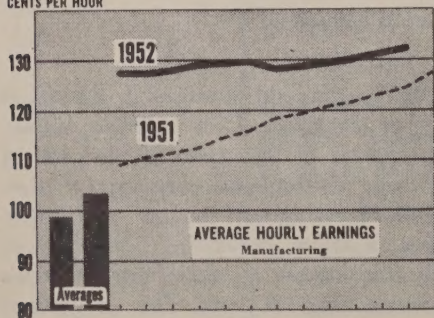
INDEX



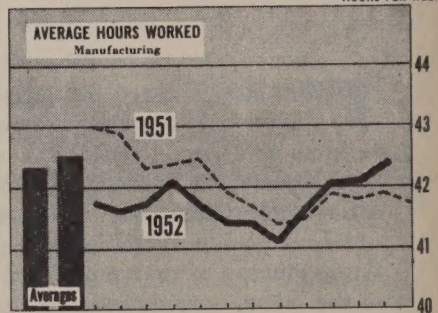
THOUSANDS



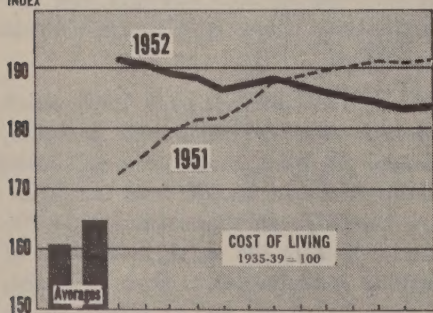
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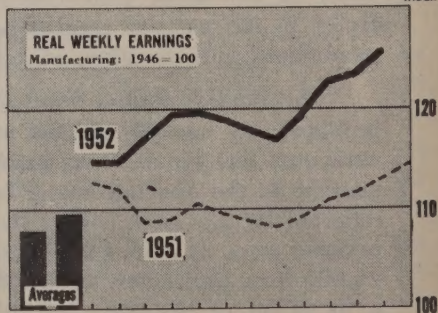
HOURS PER WEEK



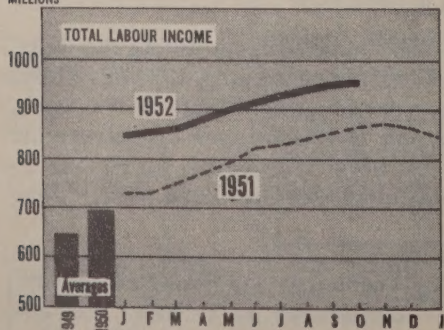
INDEX



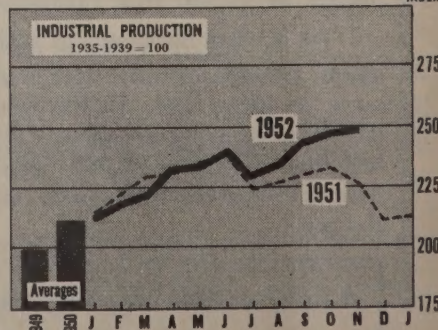
INDEX



MILLIONS



INDEX





Of the 169,000 persons estimated to be with jobs but not working at all during the survey week, illness (74,000), vacations (18,000) and lay-offs (47,000) were the main reasons for their idleness. Lay-offs in this category were nearly double those of the previous month. Bad weather and industrial disputes were other contributing causes.

It was estimated that 187,000 persons were without jobs and seeking work during the survey week. Another 11,000 persons who worked only part of the week were also actively seeking other work, making a total of 198,000 persons actively seeking work during the week ending January 24. This represents an increase of about 34 per cent from the previous survey week in December.

Supplementary information is available from data on registrations for employment at local NES offices (see footnote (b), page 176). Between December 1, 1952, and January 22, 1953, a period which usually shows the sharpest seasonal decline in economic activity, the number of applications on file rose by about 147,000 for all regions, bringing the total to 384,200 at the later date. The regional pattern at January 22, was much the same as during the previous month, the applications on file in Quebec (122,600) and in the Atlantic Region (53,800) both being significantly higher than at the same date a year ago. On the other hand, applications for jobs in Ontario (94,700) were nearly 12,000 lower than a year earlier, while applications on hand in the Prairie Region (53,000) and in the Pacific (60,100) were only moderately higher.

The year-to-year change in the regional picture indicated above illustrates the shift in the general pattern of economic activity which has developed over the year. Employment levels in the industrialized urban areas, while seasonally low, are much higher than in the winter of 1951-1952. Information available on general economic activity confirms this strong upward movement in industrial activity. The index of industrial production, for example, was about 10 per cent higher during November than a year earlier. This increase is significant for employment since there have been reductions in inventories in many industries during the last few months. Department stores sales in January were more than 15 per cent higher than in January, 1952, indicating a continuation of the generally higher level of economic activity in Canada this winter compared with last year.

On the other hand, the marked reduction of activity in seasonal industries such as logging has adversely affected employment levels in rural areas and has partially offset year-to-year gains in employment in the industrial regions. Logging employment in Eastern Canada is at present at levels 35 per cent lower than last winter. This reflects the industry's concern about both the size of current log inventories and the uncertainty of some markets for finished products.

The lower pulpwood cut has affected employment in two ways - it has reduced the number of jobs available and shortened the duration of employment in the woods. This has created a problem in the eastern provinces, especially the Maritimes, where construction activity during this winter was also at lower levels than last year. The contrast between the various urban-industrial labour market areas and the rural communities is analyzed in the article on local labour market conditions on page 177.



# Labour—Management Relations

**D**URING the early weeks of 1953, as is customary at this time of year, collective bargaining in Canadian industry involved for the most part comparatively small groups of workers. Negotiations appeared to be influenced by the trends of 1952, although the wage increases in many cases were of somewhat smaller dimensions. Bargaining in these smaller establishments was largely being accomplished without interruption to production. In fact, at mid-February, fewer than 800 workers were on strike. Meanwhile, negotiations likely to be significant for 1953 were about to get under way in several major industries.

It is possible at this time to assess briefly the position of the Canadian worker as a result of developments over the past year. Employment levels in general have been high. There have been substantial increases in wages; for example, average weekly earnings in the nine leading industries stood at \$56.08 at December 1, 1952, representing a rise in the previous 12 months of seven per cent. Most of the collective agreements received in the Department of Labour during the same period provided for wage increases of 10 to 15 cents an hour or more (see page 218). Since the cost-of-living index was meanwhile showing its first appreciable post-war decline, the higher wage rates were resulting in increased 'real' earnings for the employees concerned. In fact, the index of average real weekly earnings in manufacturing showed almost as big a rise during the year 1952 as it did in all the other post-war years combined. Although no comprehensive current analysis is available, agreements received in the Department reveal an extension in the application of other benefits, such as shorter hours, more liberal vacation and holiday terms, group insurance plans, etc. (see page 221).

*Railway Negotiations.* Of the approximately 200,000 workers employed on Canada's railways, the so-called 'non-operating' employees comprise the largest of the bargaining groups, numbering 144,000 workers. Unions representing these workers signed new agreements with the railroads in December. In January, a dispute involving 20,000 workers represented by the Brotherhood of Railroad Trainmen was settled three days before the date set for strike action by the union. Final negotiations took place in Ottawa at the request of the Prime Minister. The settlement included a 12-per-cent increase in wages retroactive to April 1, 1952. For yard employees weekly hours are reduced from 48 to 40 beginning October 1, 1953 and a referee is to decide on the accompanying adjustment in wage rates. Both parties have agreed to bargain further on certain outstanding requests for work rule changes.

*Other Negotiations.* At mid-February, important bargaining was in progress, or about to commence, in a number of industries including coal mining, electrical goods, shipbuilding, and urban transportation.

In Nova Scotia coal mining, a conciliation board had been requested in a dispute between the Dominion Steel and Coal Corporation and District No. 26 of the United Mine Workers of America (CCL) representing approximately 10,000 miners. The union's requests included a \$3.26 per



day increase in wages. In Western Canada, negotiations were in progress between District No. 18 of the United Mine Workers, for some 7,000 coal miners, and the Coal Operators' Association.

The United Electrical, Radio and Machine Workers (independent) had opened negotiations with Canadian General Electric covering about 7,000 employees at its Toronto and Peterborough plants. The union was seeking a wage increase and other benefits, and a 40-hour week. Bargaining between this union and the Westinghouse Company at Hamilton will also get under way shortly. A certification vote held recently for employees of the Phillips Electrical Works Limited, Brockville, was won by the International Union of Electrical, Radio and Machine Workers (CIO-CCL).

About 1,000 employees were represented in negotiations between the Port Arthur Shipbuilding Company, the Industrial Union of Marine and Shipbuilding Workers (CCL) and four AFL-TLC unions. Higher wage rates, the 40-hour week, and a welfare plan were the main issues.

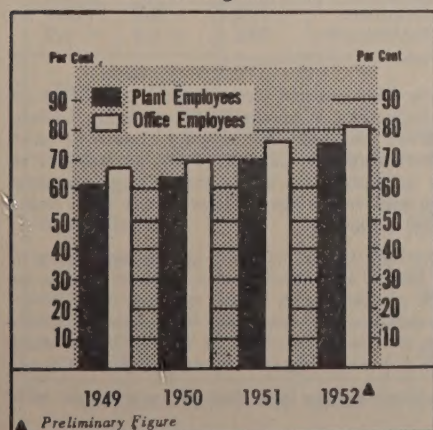
In Edmonton, agreement was reached between the city and its 450 bus drivers represented by the Amalgamated Association of Street, Electric Railway and Motor Coach Employees of America (AFL-TLC). The same union was negotiating with the B. C. Electric Company for more than 3,000 transit workers in Vancouver, New Westminster and Victoria, for a wage increase and other matters. Bargaining between the Montreal Transport Commission and the Canadian Brotherhood of Railway Employees and Other Transport Workers (CCL) was scheduled to begin this month over a proposed wage advance and a 40-hour week for some 5,000 transit workers.

*Labour Organization, 1953.* Preliminary estimates, based on returns so far received from the 42nd Annual Survey of Labour Organization in Canada place the total trade union membership at 1,185,000 on January 1, 1953, or approximately 40,000 above the figure for the previous year.

*Hours of Work.* A continuing trend in Canadian manufacturing toward a shorter work week is revealed in preliminary calculations based on returns received from 6,000 establishments as of October, 1952, in the Economics and Research Branch's annual survey of Canadian employers. The percentage of plant employees on a 5-day week at the survey date was 75 as compared with 70 per cent a year earlier; for office employees, it was 81 per cent as compared with 76 per cent in 1951.

Proportion of Employees on a 5-Day Week  
Manufacturing Industries

Standard Weekly Hours  
Manufacturing Industries



Plant Employees	Percentage of Workers		
	1949	1951	1952*
40 and under	25.1	35.8	41.7
Over 40 and under 44	6.5	13.4	11.4
44	16.7	11.5	10.5
45	20.9	16.7	15.9
Over 45 and under 48	3.9	2.3	2.5
48	20.0	14.4	12.4
Over 48	6.9	5.9	5.6
	100.0	100.0	100.0
Office Employees			
Under 37½	16.8	20.9	21.7
37½	29.0	28.5	27.5
Over 37½ and under 40	17.0	17.3	18.6
40	19.1	20.5	22.0
Over 40	18.1	12.8	10.2
	100.0	100.0	100.0

\*Preliminary



# Current Labour Statistics

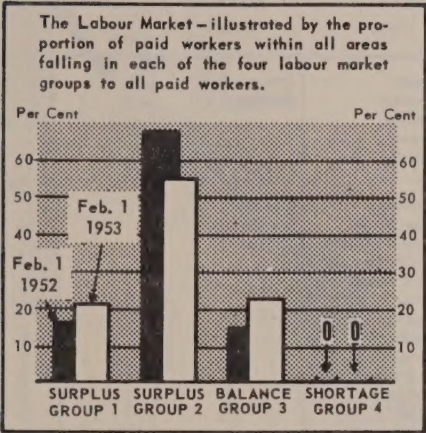
(Latest available statistics as of February 14, 1953)

Principal Items	Date	Amount	Percentage Change From	
			Previous Month	Previous Year
<i>Manpower</i>				
Total civilian labour force (a) .....	Jan. 24	5,210,000	- 1.3	-
Persons with jobs (a).....	Jan. 24	5,023,000	- 2.4	-
Persons without jobs & seeking work (a).....	Jan. 24	187,000	+41.7	-
Registered for work, NES (b)				
Atlantic.....	Jan. 22	53,812	+41.3	+33.5
Quebec .....	Jan. 22	122,605	+27.1	+21.1
Ontario .....	Jan. 22	94,733	+34.6	-11.0
Prairie .....	Jan. 22	52,983	+40.8	+15.3
Pacific .....	Jan. 22	60,110	+31.0	+ 7.6
Total, all regions .....	Jan. 22	384,243	+33.2	+ 9.8
Ordinary claims for Unemployment				
Insurance benefit.....	Jan. 1	265,274	+63.8	+11.0
Amount of benefit payments.....	December	\$10,926,557	+69.8	+57.8
Index of employment (1939=100) .....	Dec. 1	192.2	+ 0.5	+ 3.0
Immigration .....	December	7,462	-30.9	-15.4(c)
<i>Industrial Relations</i>				
Strikes and lockouts—days lost .....	January	31,050	-	-
No. of workers involved .....	January	2,136	-	-
No. of strikes .....	January	14	-	-
<i>Earnings and Income</i>				
Average weekly wages and salaries .....	Dec. 1	\$56.08	+ 0.8	+ 7.0
Average hourly earnings (mfg.) .....	Dec. 1	\$1.32	+ 0.9	+ 6.2
Average hours worked per week (mfg.) .....	Dec. 1	42.4	+ 0.7	+ 1.2
Average weekly earnings (mfg.).....	Dec. 1	\$56.05	+ 1.6	+ 7.4
Cost-of-living index (av. 1935-39=100).....	Jan. 1	184.4	+ 0.1	- 3.7
Consumer price index (av. 1949=100).....	Jan. 1	115.7	- 0.1	- 2.1
Real weekly earnings (mfg. av. 1949=100)	Dec. 1	116.1	+ 1.9	+ 9.6
Total labour income .....	November	\$96.1	+ 0.9	+11.1
<i>Industrial Production</i>				
Total (Average 1935=100).....	November	248.1	+ 0.1	+10.1
Manufacturing .....	November	262.4	+ 0.9	+10.3
Durables .....	November	309.4	- 0.3	+10.7
Non-Durables .....	November	232.4	+ 2.0	+ 9.9

- (a) Estimated by DBS on basis of sample labour force survey. Only those who did not do any work in the survey week are here classified as persons without jobs. Labour force estimates are based on a sample survey of 30,000 households chosen by area sampling methods in more than 100 different areas in Canada. They are subject to sampling error. In general the smaller the estimate, the larger the relative sampling error. The estimates, however, do show the numbers in the various labour force categories with sufficient accuracy for practical purposes.
- (b) Total applications on file at NES offices exclude registrations from persons known to have a job while applying for another one. Means are also taken to exclude, as far as possible, persons who have secured work on their own since registration. Nevertheless, the figures inevitably include a number of persons who have found employment or who have left the labour force by the time the count is made. On the other hand, not all the persons who are looking for work register at employment offices.
- (c) These percentages compare the cumulative total to date from first of current year with total for same period previous year.



# Local Labour Market Conditions



**D**URING January, there was a decrease of 28 in the number of areas in which labour demand and supply were in approximate balance. The number of areas in Group 2 of the labour surplus category increased by 17 and the number in Group 1 by 11. The changes in Group 1 occurred entirely in the Atlantic and Quebec regions. The complete list of the 115 areas covered in the monthly survey is shown in the table on page 178.

At February 1, 1953, there were nine more minor areas in Group 1 of the labour surplus category and nine less in the balanced category than a year earlier. The year-to-year increase in the number of minor areas in the surplus category is, to a large extent, the result of the small log cut in Eastern Canada this year.

Despite the year-to-year decrease in the number of areas in the balanced category, however, the number of paid workers in this category (see bar chart) increased from 15 to 23 per cent of all paid workers. This apparent contradiction is explained by the fact that, during the interval, the Toronto metropolitan area, with more than 500,000 paid workers, moved from Group 2 of the surplus category to the balanced category.

In evaluating the significance of the number of labour market areas in the various categories of the table below, it is necessary to keep in mind the marked seasonal variations in labour requirements throughout the year in Canada. Each year, from December to March, labour surpluses develop in a large number of areas. These surpluses decline sharply during the spring and shortages often appear between July and October.

Labour Market Areas	Labour Surplus*				Approximate Balance*		Labour Shortage*	
	1		2		3		4	
	Feb. 1 1953	Feb. 1 1952	Feb. 1 1953	Feb. 1 1952	Feb. 1 1953	Feb. 1 1952	Feb. 1 1953	Feb. 1 1952
Metropolitan	3	3	5	6	2	1	—	—
Major Industrial	7	5	21	20	3	6	—	—
Major Agricultural	5	2	9	11	3	4	—	—
Minor	20	11	25	25	12	21	—	—
Total	35	21	60	62	20	32	—	—

\*See inside back cover, *Labour Gazette*.



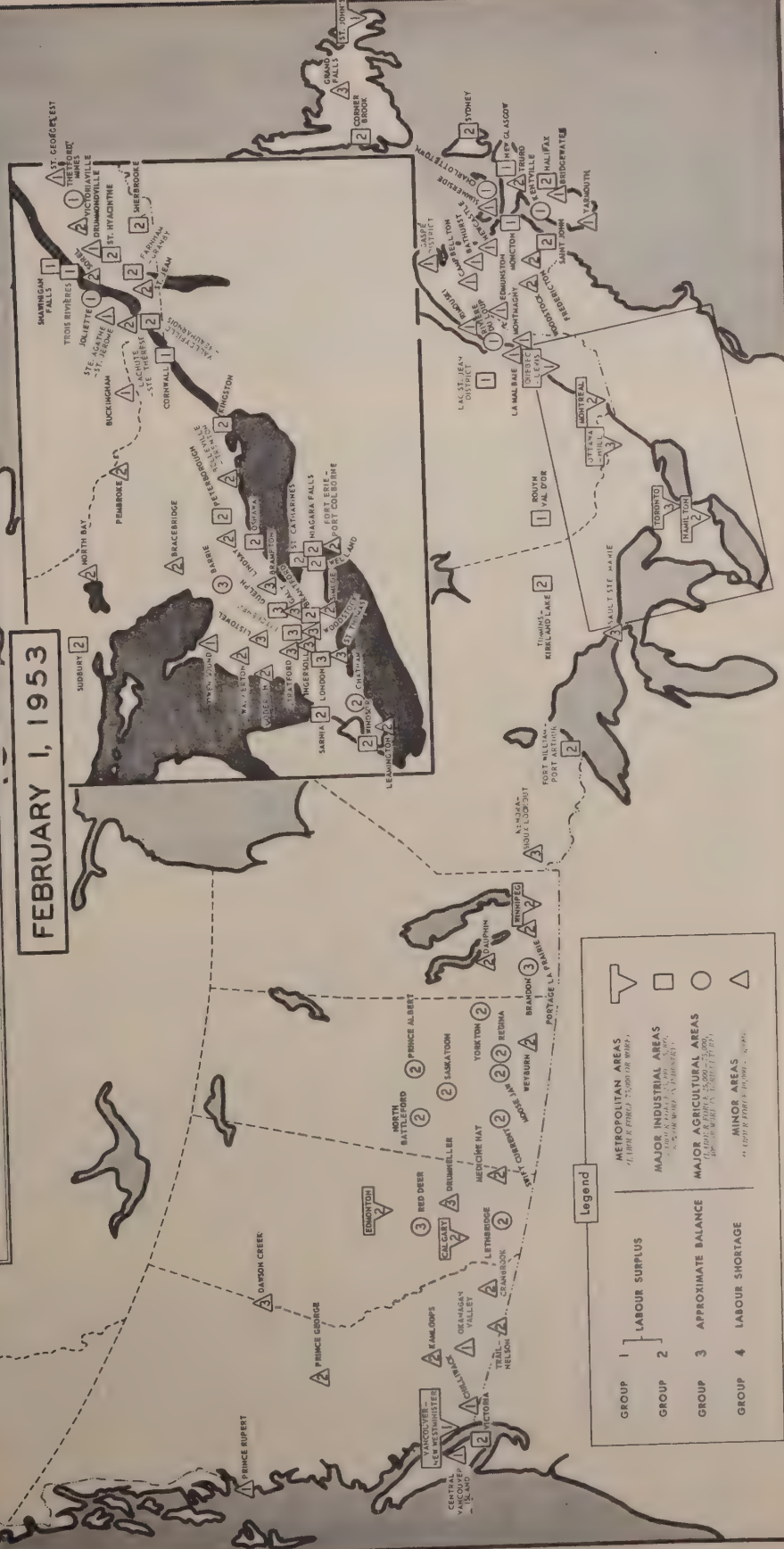
# CLASSIFICATION OF LABOUR MARKET AREAS, FEBRUARY 1, 1953

	LABOUR SURPLUS		APPROXIMATE BALANCE	LABOUR SHORTAGE
	Group 1	Group 2	Group 3	Group 4
METROPOLITAN AREAS (labour force 75,000 or more)	Quebec - Levis St. John's Vancouver - New Westminster	Calgary Edmonton Hamilton Montreal Winnipeg	Ottawa - Hull Toronto	
MAJOR INDUSTRIAL AREAS (labour force 25,000 - 75,000; 60 per cent or more in non-agricultural industry)	Cornwall Lac St. Jean Moncton New Glasgow Rouyn - Val d'Or Shawinigan Falls Trois Rivières	Brantford Corner Brook Farnham - Granby Fort William - Port Arthur Halifax Kingston Niagara Falls Oshawa Peterborough Saint John Sarnia Sherbrooke St. Catharines St. Hyacinthe Sudbury Sydney Timmins - Kirkland Lake Valleyfield - Beauharnois Victoria Welland Windsor	Guelph Kitchener London	
MAJOR AGRICULTURAL AREAS (labour force 25,000 - 75,000; 40 per cent or more in agriculture)	Charlottetown Joliette Kentville Rivière du Loup Thetford Mines	Chatham Lethbridge Moose Jaw North Battleford Prince Albert Regina Saskatoon Swift Current Yorkton	Barrie Brandon Red Deer	
MINOR AREAS (labour force 10,000 - 25,000)	Bathurst Bridgewater Buckingham Campbellton Central Vancouver Island Chilliwack Drummondville Edmundston Gaspé La Malbaie Montmagny Newcastle Okanagan Valley Owen Sound Prince Rupert Rimouski Ste. Agathe - St. Jérôme St. Georges Est Summerside Yarmouth	Belleville - Trenton Bracebridge Cranbrook Dauphin Fort Erie - Port Colborne Fredericton Goderich Kamloops Lachute - Ste. Thérèse Leamington Lindsay Medicine Hat Nelson - Trail North Bay Pembroke Portage la Prairie Prince George Simcoe Sorel St. Jean Truro Victoriaville Walkerton Weyburn Woodstock, N.B.	Brampton Dawson Creek Drumheller Galt Grand Falls Ingersoll Kenora - Sioux Lookout Listowel Sault Ste. Marie Stratford St. Thomas Woodstock, Ont.	



# CANADIAN LABOUR MARKET AREAS

FEBRUARY 1, 1953



GROUP 1

LABOUR SURPLUS

GROUP 2

LABOUR SHORTAGE

GROUP 3

APPROXIMATE BALANCE

GROUP 4

LABOUR SHORTAGE

**Legend**

**METROPOLITAN AREAS**  
(POPULATION 75,000 OR MORE)

**MAJOR INDUSTRIAL AREAS**  
(POPULATION 25,000 OR MORE)

**MAJOR AGRICULTURAL AREAS**  
(POPULATION 15,000 OR MORE)

**MINOR AREAS**  
(POPULATION 10,000 OR MORE)



## ATLANTIC

Continuing the downward trend of the last quarter of 1952, economic activity in the Atlantic region fell by early February to a level lower than that of the corresponding period last year. The decline was particularly notable in New Brunswick, the only province where non-agricultural employment was lower than a year earlier. Employment in December, 1952, compared with December, 1951, was 40 per cent lower in forestry, six per cent lower in manufacturing, 30 per cent lower in construction and five per cent lower in transportation. Most activities in Nova Scotia showed improvement over this period last year but lumber production for the first seven months of 1952 was only 70 per cent of the 1951 level.

The lower employment level in forestry and the importance of this industry to the region indicate that no appreciable change can be expected in the employment situation before the spring. At the beginning of February, all but one of the twenty labour market areas surveyed had labour surpluses. This compares with 16 surplus areas at the beginning of January and 15 at the beginning of February 1952.

*Metropolitan Areas.* Job registrations at the NES office in St. John's, Nfld., increased by about 60 per cent during January. Several factors contributed to this sharp increase, the most significant being the reduction of work on local construction sites and slackened activity in outlying areas. In addition, fish canning operations were reduced, timber hauling was delayed by lack of snow, and activity along the St. John's waterfront remained unusually low since newsprint continued to be shipped from the port of Botwood. When this port closes for the winter, however, ships will once again take on their cargo at St. John's. This usually provides employment for about 150 longshoremen.

*Major Industrial Areas.* By the end of January all six of the areas in this classification were in the labour surplus category. In New Glasgow, job registrations at the NES office increased because of temporary lay-offs in woodworking, steel and steel fabricating plants. In Moncton, however, the decline in labour demand was more directly associated with the primary industries. In the four remaining areas, manufacturing employment was unchanged over the month but the non-manufacturing industries were less active. Job opportunities for longshoremen were fewer than in previous years, particularly in Halifax, where it was reported that waterfront activity during January was less than in any comparable period in 25 years.

*Major Agricultural and Minor Areas.* Logging is the main source of employment in many of these areas during the winter months. The decreased wood cut this season was the principal reason why most of the areas had labour surpluses. Furthermore, sharply reduced exports of pulpwood and pitprops had depressing effects on employment in the smaller shipping centers of northern New Brunswick.



## QUEBEC

The increase of employment from last year's low levels in the clothing, leather, and boot and shoe industries continued in 1953 while short time in primary textiles, which had prevailed during most of 1952, largely disappeared. In the heavy manufacturing industries, employment levels have been moving steadily upwards, a trend which is continuing this year. Employment increased by more than 7,000 during 1952 in the transportation equipment industry, which includes aircraft and ship-building. During January, however, temporary lay-offs occurred in many manufacturing industries as production schedules were revised, machinery was repaired and industries generally prepared for another year.

As usual, winter weather had reduced many seasonal activities by February 1. Owing to the smaller log cut, this was not offset to the same extent as last year by employment opportunities in woods work. It is the practice for farmers and farmers' sons in Quebec to seek logging employment during the winter and many of these, as well as idle construction workers, truck drivers, longshoremen and others, became available for work during January and early February. All areas in the region reported labour surpluses at the end of the month.

*Metropolitan Areas.* Hiring was slow in Montreal during most of January but by the end of the month, as workers were rehired in clothing, furniture, food and other industries, employment was increasing. Skilled toolmakers, die setters, machinists and aircraft mechanics were taken on wherever available. In Montreal, however, as in Quebec City, alternative job opportunities were few for workers disemployed in construction, transportation and other seasonal industries. Industrial and commercial building was the main source of construction work and snow removal operations offered fewer jobs than usual for the season. The Montreal area shifted during the month from the balanced to Group 2 of the labour surplus category and Quebec City was once again in Group 1 of the labour surplus category.

*Major Industrial Areas.* Most industrial areas in the Eastern Townships, where the textile industry predominates, remained in Group 2 of the labour surplus category during the month but two, St. Hyacinthe and Farnham-Granby, recorded a drop in NES applications. The remaining four areas, Lac St. Jean, Rouyn-Val d'Or, Shawinigan Falls and Trois Rivières were in Group 1 of the labour surplus category.

*Major Agricultural and Minor Areas.* Employment opportunities were few in these areas during January. Some prospecting was under way in Gaspé and Northern Quebec and some workers were retained at the iron-ore development sites at Ungava and Sept Isles; but logging, the main source of employment, offered fewer jobs than usual. All but four of the 15 major agricultural and minor areas fell into Group 1 of the labour surplus category. The remaining four were in Group 2 of this category.

## ONTARIO

During the winter months there was the usual seasonal reduction in employment in such industries as construction, fishing, food processing, automobile and rubber manufacturing, which are approaching their seasonal troughs. On the other hand, construction employment continued higher than last winter. Employment in most of the manufacturing industries remained fairly stable and above last year's level and, in industries producing defence goods such as aircraft, electronics and radar, it was still expanding.

At February 1, the number of registrations for employment at the NES offices was about 15,000 less than last year's total. The gradual seasonal decline in employment, however, increased the number of areas with a labour surplus from 12 to 25 during the month. At the same time last year, 24 areas representing 77 per cent of wage earners had a labour surplus; the 25 areas in the surplus category this year represent only 42 per cent of all wage earners. Last year, lay-offs in the consumer goods industries created surpluses in the larger industrial centers but this year most surpluses appear to be in seasonally slack industries and in logging centers.

*Metropolitan Areas.* Employment in the three metropolitan areas declined slightly during January and the early part of February as seasonal reductions in construction and trade continued; but the demand for labour from the manufacturing and service industries enabled Toronto and Ottawa-Hull to continue in the balanced category. Some labour surplus developed in Hamilton by early February following a number of small lay-offs in the iron and steel industry, particularly wire products, and a decline in activity in the construction industry. Machinists, tool-makers, diesetters, and experienced stenographers were still in short supply in Ottawa and Toronto.

*Major Industrial Areas.* Employment in these areas was generally higher than last year. However, year-end inventory closures and seasonal slackness in the automobile, farm machinery, textile and machine shop industries together with continuing reductions in construction activity during January resulted in a labour surplus in most major industrial areas by the end of the month. Cornwall moved into a higher surplus category as a number of construction tradesmen, sailors and labourers returned to their homes for the winter. Only three of these areas, Guelph, Kitchener and London, had balanced labour markets by the end of January. In Kitchener and London employment was increasing as plants which had closed for holidays and stock-taking at the end of December reopened and as labour requirements in firms with defence contracts continued to increase. Unusually high levels of construction this winter in Guelph and Kitchener produced a strong labour demand in those centers.

*Major Agricultural and Minor Areas.* Registrations for employment increased in all these areas during January bringing Belleville-Trenton, Goderich, Lindsay, Pembroke, Simcoe and Walkerton into the labour surplus category. Heavy registrations of seamen as well as construction workers moved Owen Sound into a higher surplus group. At the end of January there was some surplus of labour in 12 of the 21 major agricultural and minor areas.



## PRAIRIE

Employment by early February, although greater than last year, approached the annual seasonal low point, which in this region is usually reached in the first half of March. Labour surpluses developed in eight additional areas as a result of the post-Christmas lull in retail trade, a further slowdown in construction and the gradual completion of pulp cutting in western Ontario. With these additions there were, at the beginning of February, 16 areas in Group 2 of the labour surplus category and five areas in the balanced category. In contrast to the situation in the Pacific, Quebec and Atlantic regions, there were no areas in Group 1 of the surplus category and the regional ratio of NES job applications to all paid workers was lower than the national total.

The somewhat higher demand for labour in this period of seasonal inactivity is in large part attributable to the profitable farm operations of 1952. Cash returns for the year are expected to exceed the 1951 record, the income from grains more than offsetting a decline in livestock receipts. Moreover, the amount of wheat held on farms at the end of January was one-third greater than it was a year earlier. As more of this wheat is marketed, the income accruing to farmers will provide substantial support to the general level of activity during the remainder of the winter.

*Metropolitan and Major Industrial Areas.* A further increase of surplus labour in Edmonton and Calgary brought these areas into the Group 2 category. In the three metropolitan areas the heavy lay-offs customary in January took place in retail stores and meat packing firms released the extra workers hired to handle the exceptionally large marketings of livestock in December. Employment in foundries, transportation equipment manufacturing and construction declined but remained above the levels of a year ago. The volume of planned construction in all three metropolitan centers was well ahead of last year's total at this date. Employment in the Winnipeg clothing industry continued to expand.

Pulp cutting employment in the Fort William—Port Arthur area at the end of January amounted to 5,400, almost 50 per cent below the total at the same time in 1952. Logging for the season was largely completed and staffs were gradually being reduced to the number required to bring the winter's cut to the mills. On the other hand, shipbuilding firms and most paper mills were operating at capacity and employment in aircraft manufacturing was gradually increasing.

*Major Agricultural and Minor Areas.* With outdoor farm work at a virtual standstill, employment in agricultural and minor areas remained unchanged or declined. Work on a number of construction projects was completed during the month or suspended because of the weather. Since alternative employment opportunities in such industries as logging have been less numerous than last winter, seasonal labour surpluses in almost all areas have been greater. In addition, a number of coal mining areas, particularly in Alberta, reported more unemployment and short time. This was attributed to the recent mild weather and the increasing penetration of fuel oil into the market for coal.

## PACIFIC

In this region, the last half of 1952 was marked by a reduction in market demand for several important primary products and by an industrial dispute that resulted in the loss of the annual herring harvest. The effects of these developments, in addition to the usual seasonal decline in activity, are revealed in employment statistics for December. Although total industrial employment maintained a margin of three per cent more than the 1951 figure, employment was lower by twenty-three per cent in logging, by forty-three per cent in fish canning and by seven per cent in the iron and steel products industry. In addition, the landed value of the fish catch in the last quarter of the year was \$5,330,000, or about one-third less than in the same period of 1951. However, employment reductions in these industries were more than offset by the labour requirements resulting from increased productive capacity in other sectors. The main increases were in construction (41 per cent), mining (11 per cent) and the distributive industries.

Activity during most of January was, as usual, severely restricted by weather conditions. The ten labour market areas covered in the current survey were equally divided between Group 1 and Group 2 of the labour surplus category. There were, however, clear signs of revival at the end of the month. Light snowfall made possible an early resumption of logging and construction workers were being recalled to northern construction projects. By the beginning of February, job applications registered with the NES had declined slightly from the peak of 60,100 reached at January 22.

*Metropolitan and Major Industrial Areas.* The gradual movement of workers back to Vancouver Island and Kitimat eased the situation in Vancouver—New Westminster but not sufficiently to remove the area from Group 1 of the labour surplus category. Fish canning and reduction plants were closed down and were not expected to re-open for some time. Lumber and shingle mills were still operating with reduced crews while awaiting an upturn in market demand. Little change was noted in shipbuilding, machine shops and foundries but the continuing mild weather and an increase in industrial and residential building stimulated employment in the construction industry.

Victoria remained in Group 2 of the surplus category but conditions improved rapidly at the end of the month and were hampered only by excessive rainfall. Shipbuilding employment continued to expand. There are enough contracts on hand to keep the construction industry fully occupied when work can be resumed in this sector and contractors are already forecasting an early shortage of certain skills.

*Minor Areas.* Job applications at NES offices in most of these areas reached a peak during the third week of January, declining thereafter as the weather improved. The improvement was most noticeable in the Central Vancouver Island area, where logging was expected to be back to normal by the middle of February. At the other inland points, however, employment levels were expected to rise more slowly, since the spring thaw usually retards lumbering operations until March. The situation in the base metal-mining industry in Nelson—Trail and Cranbrook showed little change since heavy lay-offs were still in effect.



# Plant Expansion and Employment

## Opportunities in Manufacturing, 1953

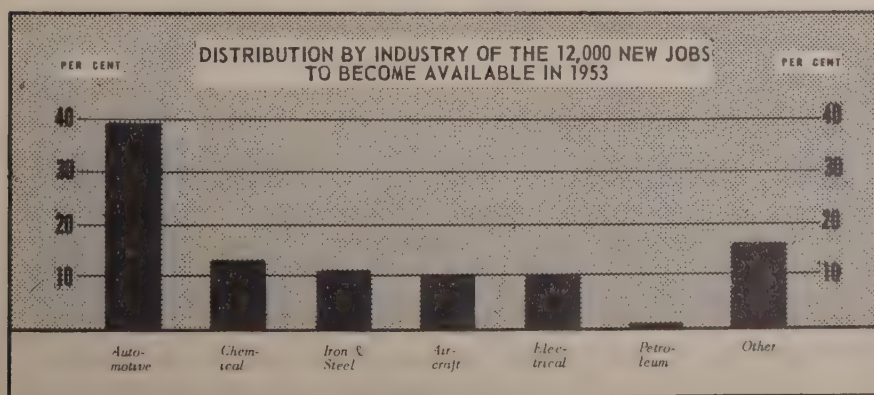
**A** total of 12,000 workers will be required during 1953 to staff manufacturing plants in the process of being built or expanded at the beginning of the year, according to the findings of a regular survey by the Economics and Research Branch of the Department of Labour on the effects of industrial expansion on employment. This total is higher than comparable figures for either of the preceding years.

Apart from the large 'carryover' of construction which will be completed this year and will provide 12,000 new jobs, additional expansion work begun and completed during the year will undoubtedly create many more jobs. The larger portion of the 30,000 jobs which became available in 1952 was created in this way.

The distribution by industry of the 12,000 jobs, in terms of labour requirements, shows that they follow the pattern set by the 30,000 jobs created in 1952. In terms of the number of workers needed to operate the completed new facilities, expansion continues to be heaviest in the transportation equipment, electrical apparatus, chemical products, some sectors of iron and steel and the petroleum products industries.

The regional pattern of the jobs shows that 70 per cent will become available in Ontario, 17 per cent in Quebec and the remainder, in diminishing proportions, in the Prairie, Pacific and Atlantic regions.

As in 1952, the transportation equipment manufacturing industry still holds the lead in creating new jobs for 1953. The distribution of new jobs within the industry, however, had changed. In 1952, Canada's expanding aircraft industry created a very high proportion of new jobs, whereas the automotive industry to date is the largest contributor of new jobs for 1953. This is largely because the Ford Motor Company is completing a new plant which will employ from 4,000 to 5,000 workers. The bulk of the aircraft expansion program was completed in 1952 but, of the



estimated total of 6,200 new workers so far required by the transportation equipment industry in 1953, new aircraft plant facilities will provide about 1,300 jobs.

The chemical industry is already expected to provide more new jobs through expansion of manufacturing facilities in 1953 than it did in the whole of 1952, a record year. To date, 1,600 new jobs are expected to become available in 1953 compared with the total of 1,400 in the whole of 1952. Expansion of the petro-chemical industry and in the manufacturing of synthetic textiles is responsible for most of the new jobs. Alberta's booming petroleum and natural gas industry has attracted several large chemical firms to the Edmonton area. One \$50,000,000 plant, which is expected to be completed in 1953, will employ about 700 workers; another \$10,000,000 plant will employ 200. Expansion in the chemical industry is concentrated at Edmonton, Sarnia and Montreal.

Many Canadian petroleum refineries are still expanding capacity on the basis of growing supplies of western crude oil. In the Sarnia area alone, one large modern refinery was completed in 1952, a second refinery will be built in 1953 and a third is being modernized to increase its capacity greatly. By the time Prairie crude oil reaches British Columbia towards the end of 1953, two large Vancouver refineries will have practically completed expansion of their facilities. Because of the industry's low labour content, however, the number of workers required to man new refinery facilities in 1953 will be relatively small, totalling about 150.

As in 1952, expansion in the electrical apparatus industry is expected to provide a large number of new jobs in 1953. It is estimated that more than 1,300 new workers will be required to man new plant facilities during the year. Most of these new jobs will be in the field of electronics and in the manufacture of industrial electrical equipment of various types rather than in the consumer goods sector. About 900 of the new jobs are expected to be in Ontario and the remaining 400 in Quebec.

To sum up, the carryover of new jobs is relatively large compared with previous years. New job opportunities in 1953, however, based on this carryover, will be largely the result of expansion in four manufacturing industries which will account for 77 per cent of the new workers required and will be concentrated in one area, Ontario, which will account for 70 per cent.

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Seasonal factors such as climate and demand affect employment levels in a great many Canadian industries. When the industries most affected by seasonal factors are ranked by percentage seasonal variations in employment, the canned and preserved fruits and vegetables industry comes first, followed in order by forestry (chiefly logging), canned and cured fish, construction, water transportation and carbonated beverages and wines. When Canadian industries are ranked by number of employees whose jobs are seasonal, construction comes first, followed by forestry, retail trade, canned and preserved fruits and vegetables, saw and planing mills and water transportation.



# Notes of Current Interest

## **Settlement Reached, Rail Strike Averted**

Slightly more than three days before the scheduled start of a strike, settlement was reached in the dispute between the Brotherhood of Railroad Trainmen and Canada's railways.

A top-level meeting between the two parties in Ottawa following their separate talks with Prime Minister St. Laurent, Hon. Milton F. Gregg, Minister of Labour, and Hon. Lionel Chevrier, Minister of Transport, led to the settlement late Thursday evening, January 29. If agreement had not been reached on their demands, the trainmen planned to strike at 6 a.m. Monday, February 2.

The Prime Minister and his two Cabinet members met first with a group of union representatives led by A. J. Kelly, BRT Vice-President, then with company representatives including President Donald Gordon of the Canadian National Railways and W. A. Mather, President of the Canadian Pacific Railway Company. Later the same day the union and management representatives resumed negotiations, eventually reaching agreement.

The terms of the settlement include a 12-per-cent general pay increase for trainmen retroactive to April 1, 1952, and a 40-hour work week for yardmen. The parties agreed to negotiate further on certain rule changes. No escalator clause was included in the terms of settlement. Pay adjustments to accompany the introduction of the yardmen's shorter work week are to be determined by a referee, appointed by the Prime Minister, whose decision is to be binding.

At the close of the final meeting in Ottawa, the Prime Minister said: "A bright page has been written in the history of labour relations in Canada. Collective bargaining is still a good instrument to deal with labour relations in this democracy."

Opening move in the drawn-out dispute came February 1, 1952, when the CPR gave notice to the Brotherhood to begin negotiations for the revision of the contract. The Brotherhood demanded a 35-per-cent

pay increase, an escalator clause and a 40-hour week for yardmen with the same take-home pay.

From February 13 to April 17, company and union representatives met. On April 23 the union requested a Conciliation Board in its dispute with the CPR; on May 13, in its dispute with the CNR. The Board concerning the CPR was established May 13, that concerning the CNR, May 23. Both Boards reported on December 31, 1952.\*

On January 7 the railways advised the union they were prepared to implement the recommendations of the Conciliation Board and asked the union to set a date for further talks. The following day the union replied it was unable to arrange a meeting because of a general committee meeting of the brotherhood in Montreal.

On January 16 the union asked for a meeting and said it would strike unless settlement was reached by February 2. In the meeting on January 20 company officials confirmed they would implement the majority report while the union stated it would negotiate only on the basis of the minority report.

On January 26 the companies offered to submit the dispute to a federal Government referee but the union refused.

Canada's only nation-wide railway strike occurred in August, 1950. It involved some 125,000 non-operating railway employees and lasted nine days.

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## **Six More U.S. Railroads Agree to Union Shop**

Six more major railroads in the Western United States have signed union-shop agreements with non-operating rail unions.

Signing of similar agreements to take effect January 1 by two western lines broke the previously solid front against the union shop presented by western roads (L.G., Jan. p. 19).

G. E. Leighty, President of the Order of Railroad Telegraphers, who was chairman of the negotiating committee, announced that the contracts are "exactly the same" as those signed by eastern carriers.

Included among the larger railroads signing the agreements are the Chicago, Burlington & Quincy; Chicago, Milwaukee, St. Paul & Pacific; the Missouri Pacific; the St. Louis-San Francisco; the Texas & Pacific; and the Wabash.

\*Both majority and minority reports are printed in full in this issue, beginning on page 248.

## **Base Usefulness on Skill, Not Age, Doctor Urges**

The problem of the ageing population will never be solved until a man's usefulness is based on his ability and not his age, according to Dr. F. B. Bowman in an article on retirement in *Saturday Night*, December 6 issue.

Stating that the modern concept of retirement is out-of-date, Dr. Bowman writes that regulations regarding retirement formulated in 1900 when a man could expect to live only to the age of 50 have never been revised since.

Forced retirement at 65 years of age has deprived the United States every year of 1½ million workers who would have earned \$4 billion, according to the United States Public Health Service. Neither the United States nor Canada, writes Dr. Bowman, can afford such a waste of manpower.

Studies have shown, states the writer, that absenteeism is lower between the ages of 60 and 75 than between the ages of 20 and 40. Likewise, the average mental acuity at 80 years of age has been shown to be equal to that at 35. There is a difference, but this is compensated for by a wealth of experience and greater steadiness and thoroughness.

Noting that employment discrimination begins at the age of 40, the author recognizes the unwillingness of industry to hire men of that age for the first time because of the type of pension systems that have developed.

Dr. Bowman suggests, among other things, that workers spend part of their leisure time in preparing for future productivity in declining years.

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## **Aged Must Have Chance To Stay on Job: Congress**

Opportunity for continued work by able-bodied aged persons who want to work was recommended recently by the United States Congress' Joint Committee on the Economic Report.

After a two-year study of old age and disability pensions in the United States, the Committee reported that the aged group most in need of assistance at present included widows and workers prematurely retired because of disability. At \$47 per month for single persons over 65 years of age, \$80 for married couples and only \$40 for widows, the average pension benefit was still considerably below the subsistence level.

Of the 13 million persons in the United States who are 65 years of age or over,

only about four million are working or wives of workers. By 1975, the report estimates there will be 20 million in this age group, with 14 million unemployed. Present aged payments, the report stated, will be too low for the costs of living of the future.

Other recommendations of the Committee were pensions adjusted to current standards of living, contributions by both workers and employers to the public program of pensions and acceptance of private pension plans as supplements to the public program.

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## **Accidents Don't Increase With Age, U.K. Finds**

Evidence that general liability to accident does not increase with age was given at the third meeting in Great Britain of the National Advisory Committee on the Employment of Older Men and Women. The Committee, meeting in October, reviewed the medical and psychological aspects of the employment of older persons.

A survey of domestic employment showed that up to age 70 most women continue to run their own homes without help and that it is between the ages of 70 and 74 that physical difficulties first become serious. This fact offered an example of the natural age of retirement in an occupation that had neither a tradition of retirement nor artificial barriers to continuing work.

The Committee, set up in February 1952, is composed of representatives of employers and workers, of research and medical services, of voluntary organizations and of government departments. Its objects are to consider in detail the problems of the employment of older men and women and to co-ordinate the activities of the many interests now working on it.

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## **Bengough, Burt Named to Board Of ICFTU Regional Organization**

Percy Bengough, President of the Trades and Labour Congress of Canada, and George Burt, a Vice-President of the Canadian Congress of Labour, were elected members of the executive board of the Inter-American Regional Organization of Workers (ORIT) at its second convention in Rio de Janeiro, Brazil, December 12 to 17, 1952. The organization is part of the International Confederation of Free Trade Unions.



## **Retirement Ages May be Extended—N.Y. Times**

Retirement ages may be extended because of a tight labour market, the need to retain skilled workers and the influence of the cost of living on pensions, according to a recent article in the *New York Times* by J. E. McMahon.

The usual retirement age in most pension plans of 65 years for men and 60 for women has been eased in some cases to 67 and 68 for men and 65 for women.

The costs of pension plans, the physical condition of workers, the kind of business and the tendency to longer life expectancies for pensioners are seen by the correspondent as important considerations in the question of deferring retirements. The increasing desire of employees to continue working is also a factor in the problem of setting retirement ages.

Agitation for early retirement, based on poor business conditions and low employment, determined the working period in many older industrial pension plans, Mr. McMahon points out. At the present time, however, entirely different employment and working conditions prevail. The present high level of business activity and employment is providing reasons for more careful consideration of deferring retirements beyond the normal retirement age, he concludes.

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## **“Housing Goal Should be 125,000 Units a Year”**

“Construction of from 100,000 to 125,000 dwelling units a year should be considered a normal minimum national target by all parties concerned,” said P. G. Wilmut, President of the Canadian Construction Association, at the Association’s recent convention in Montreal. The way should be made easier for people to build homes, he added.

Greater credit opportunities would enable more people to invest in housing and would reduce the pressure for subsidized accommodation, he said.

About 75,000 new houses were built in Canada in 1952, he noted, more than had been expected. There were 85,000 built in 1951 and 91,000 in the peak year of 1950.

Hon. H. R. Winters, federal Minister of Resources and Development, said at the convention that he expects a greater number of new houses will be started in 1953 than in the previous year. The only limiting factor, he said, is the lack of

municipal services such as water, sewers, police and fire protection and educational facilities.

A past president of the Association, Robert Drummond, noted that it was easier to obtain a \$2,000 loan for the purchase of a new automobile than it was to obtain the same amount of loan for a home. Workers in low income brackets, he maintained, are being forced into subsidized multiple housing.

J. N. Flood, Vice-President of the organization, said that cheaper interest rates and a relaxation of the down payment amount on new houses must be brought about. The National Housing Act was not realistic, he said, and should be amended.

“Price levels of future construction,” said Mr. Flood, “must be maintained at the present rates and this can only be effected by the introduction of new building techniques and an increase in productivity. We don’t contemplate, however, that the maintenance of present price levels will involve any reduction in wage levels.”

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## **November Housing Starts Double Those a Year Ago**

Starts on the construction of new dwelling units in November were more than double the number for November 1951, the Dominion Bureau of Statistics has announced. Housing starts have climbed sharply since last June.

Starts in the January-November period in 1952 were nearly 20 per cent higher than in the same 11 months of 1951.

For the fourth successive month, completions were moderately higher in November. Because of declines earlier in the year, however, the 11-month total of completions was 12 per cent lower than in the previous year.

### **13 Per Cent Higher**

The number of new dwelling units in various stages of construction was 13 per cent higher at the end of November than at the same time 12 months earlier.

Starts in November totalled 7,664 units, compared with 3,798 in the corresponding month of 1951. The January-November total was 79,514, compared with a total for the same period in 1951 of 66,362.

Completions in November numbered 9,716 units, compared with 8,842 a year earlier. In the first 11 months of 1952, completions totalled 66,011, compared with 74,811 in the January-November period of 1951.

## **U.S. Housing Starts Exceed Million in 1952**

A total of 1,131,300 new permanent non-farm dwelling units was started during 1952, of which 1,074,300 were privately owned, according to preliminary estimates of the United States Labour Department's Bureau of Labour Statistics. This marks the fourth consecutive year that housing starts nationally have exceeded the million mark.

The 1952 estimate represents an increase of 40,000 units, or 4 per cent, above the 1951 total, and was exceeded only by the 1,396,000-unit starts record established in 1950.

The 1952 housing volume was influenced partly by a gradual easing of restrictions on the use of building materials and the relaxation of mortgage-credit controls. Private housing alone accounted for the higher level of housebuilding in 1952—increasing by 54,200 units, or 5 per cent over 1951.

## **Hamilton Builds Largest Public Housing Project**

Canada's largest federal-provincial public housing project, providing 496 dwelling units, is under way in Hamilton, Ont.

Rents are \$58 per month for a one-storey, two-bedroom house; \$62 to \$65 for three bedrooms, depending on the type of house; and \$67 for four bedrooms. Three-bedroom houses are the most common. Some are brick and some frame, with varied exteriors. The construction of the houses is let to private contractors.

### **Average Cost \$9,500**

A local housing authority, which is screening applicants according to housing need and income, will administer the project. The average cost of the houses is about \$9,500, excluding purchase of land, which is another \$400 per lot.

The project comes under Section 35 of the National Housing Act. The Regent Park development in Toronto is larger with 1,062 units planned; but this is a slum-clearance program aimed at replacing undesirable housing units with new ones and comes under Section 12 of the NHA. In this project the largest share of the capital is supplied by the city.

### **Recover Full Cost**

Under the Hamilton project the full cost of construction will be recovered in rents and full city taxes will be paid. Capital is supplied by the federal, provincial and

city governments, the only aid being the provision of government money at a low interest rate.

Income limits for families moving into the houses have been fixed at \$2,964 minimum and \$4,824 maximum or not less than four and more than six times the rent.

The largest rent subsidy housing project in the country is in Saint John, N.B., where some 200 units are under construction. Another is the Little Mountain project in Vancouver. In both of these, rents are based on family income and subsidies may go as high as half the amount that would be required for full recovery of cost.

## **Labour Income Reaches New High in October**

Canadian labour income reached another record high in October. It totalled \$952 million, compared with \$944 million in the preceding month and \$866 million in October 1951.

The cumulative total for the first 10 months of 1952 was \$8,964,000,000; for the same period in 1951 it was \$8,004,000,000.

All major industrial groups showed increases, both in October and in the first 10 months of the year.

## **Four-Fifths of Canadians Earn Less than \$3,000**

More than four-fifths of Canada's 4,085,151 wage earners reported earnings of less than \$3,000 a year in the 1951 census, the Bureau of Statistics has reported.

Eighty per cent of males and 96 per cent of females were in that category for the census year ended before June 2, 1951. Forty-three per cent of males and 83 per cent of females earned less than \$2,000 and 16 per cent of males and 39 per cent of females earned under \$1,000.

### **Male Wage Earners**

Some 653,400 out of 3,011,322 male wage earners earned between \$2,000 and \$2,499; 477,610 between \$1,500 and \$1,999; 448,145 between \$2,500 and \$2,999; 344,463 between \$1,000 and \$1,499; 248,356 between \$500 and \$999; and 225,081 under \$500.

Among the 1,073,829 female wage earners, 257,189 earned between \$1,000 and \$1,499; 227,346 earned less than \$500; 213,182 between \$1,500 and \$1,999; 194,784 between \$500 and \$999; 97,489 between \$2,000 and \$2,499; and 27,989 between \$2,500 and \$2,999.



### **UIC Annual Report Now Available**

The 11th annual report of the Unemployment Insurance Commission, covering the fiscal year ended March 31, 1952, has now been published and is available for distribution. Cost per copy is 25 cents.

Under their respective sections, the report gives a detailed account of operations of the Employment Service and of the Unemployment Insurance Branch.

For copies of the report, apply to The Queen's Printer, Ottawa.

## **Extracts from Hansard of Interest to Labour**

### **Proposed Amendment to Income Tax Act**

**January 12**

**Mr. Stanley Knowles** (Winnipeg North Centre) moved:

That, in the opinion of this house, the Government should give consideration to the advisability of introducing legislation amending the Income Tax Act so as to remove the four per cent limitation from the section which makes provision for the deductibility of medical expenses for income tax purposes.

He said: Mr. Speaker, as everyone knows, there was in the former Income War Tax Act, and there is in the present Income Tax Act, a provision respecting the deductibility of medical expenses for income tax purposes. This has been in effect since 1943. However, that provision is limited by at least three main conditions. In the first place, those medical expenses which can be deducted are only those expenses defined as such in the Income Tax Act. That definition was quite narrow at first. It has been broadened a bit from time to time but it is still, in the view of many of us, altogether too narrow. At any rate, that is one of the limitations upon the right to deduct medical expenses from one's taxable income before computing income tax.

A second condition which is attached to this provision is what is known as a ceiling. In other words, right from the start there has been an upper limit as to the gross or aggregate amount that any taxpayer can claim as a deduction for income tax purposes. That amount has been changed on two or three occasions. Indeed, a year ago the ceiling was raised so that it now is \$1,500 for a taxpayer who is on a single basis and \$2,000 for a taxpayer who is on a married basis, plus \$500 per dependent up to a limit of four dependents, or a limit of \$2,000 for one's dependents. That is the second limitation on this provision, namely, the ceiling, the present terms of which I have just indicated.

I said a moment ago that some of us are not satisfied with the narrowness of the definition of medical expenses. We feel that it should be much wider, and I want to make it perfectly clear that, although

I believe that the definition should be broadened to include other drugs than those now covered, to include spectacles, hearing aids and other such items, nevertheless that request is not contained in the motion now before the House, for the simple reason that it is wise to make one request of this kind at a time.

With respect to the second condition, namely, that of a ceiling on the amount that can be charged, I support the principle of there being a ceiling. Prior to the change that was made last year I felt that the ceiling was not high enough, particularly in view of the increases that had taken place in the cost of medical care, but so far as I can see the figures that are set out now as a ceiling are more or less satisfactory. Therefore I am not asking for any change in that part of this provision.

I come now to the third of the conditions or limitations which is attached to the provision for deducting medical expenses. The third provision is what is sometimes referred to as a floor or, in other words, a stipulation that there can be deducted from taxable income only that portion of medical expenses which is in excess of four per cent of net income. When this provision was first written into the Income War Tax Act by Mr. Ilsley in 1943 that figure was five per cent. In 1944 the figure was reduced to four per cent. The story of that reduction is very interesting for, as I have pointed out on previous occasions, the budget resolutions of 1944 did not forecast any such reduction of the five per cent figure. There was, however, considerable clamour on the floor of the House for the wiping out of that floor or reducing it, and in response to the debate that took place on that occasion, Mr. Ilsley came back later in the same session and reduced the floor to four per cent. However, there it has remained ever since 1944.

As hon. members know, the 4-per-cent floor relates to one's net income, not just to one's taxable income. Thus, if a person is on an annual salary of \$4,000 a year and is a married man, although his statutory

exemption is \$2,000—which means that he pays his income tax on only the other \$2,000—nevertheless, when it comes to computing his income tax and to ascertaining whether his medical expenses are of any help to him, he can enter on the income tax form only that portion of his medical expenses in excess of four per cent of the total of his income—namely, four per cent of \$4,000. In that case the first \$160 does not count. It is only the portion of medical expenses above \$160 in that example that can be allowed as a deduction for income tax purposes.

Now, Mr. Speaker, the whole point of this resolution which is before the House relates to one point and to one point only, namely that 4-per-cent floor. It asks that the 4-per-cent floor be wiped out and that consideration be given to the necessary legislation to make it possible for taxpayers to deduct their medical expenses right from the first dollar up to the limits that are set out in the Act. It is well known to all members of the House and well known to the people of Canada generally that that right—the right to deduct for income tax purposes right from the first dollar up to the limits specified—is accorded to donations to churches and charitable organizations. All we are asking for in this motion is that the same privilege, the same right that is accorded to contributions that are made voluntarily, be accorded to those medical expenses which are met by taxpayers involuntarily or in other words because of necessity.

I am satisfied that there is wide support for this principle, for this request that medical expenses be put on the same basis as charitable donations, and that the 4-per-cent floor be wiped out. In support of my contention that there is wide agreement with the request I am making, I remind the House that last year on March 26, 1952, this House passed unanimously a motion in my name which was similar to the one now before the House. I point out that the wording of last year's motion was slightly different from the wording of this year's motion and may I say immediately what the reason for the change is. The reason is that last year the then Parliamentary Assistant to the Minister of Finance, who is now the Minister of Fisheries (Mr. Sinclair), in my view misinterpreted my motion in that he thought it was asking for something more than just the removal of the 4-per-cent floor. He thought that I was asking for a complete removal of the ceiling as well. I have reworded the motion this year to make it clear that it is not asking for the removal

of the ceiling. I would like to see the definition of medical expenses broadened but this motion just asks for one change, namely the removal of the 4-per-cent floor.

Last year, once it was made clear on the floor of the House that was all that was intended in the terms of my motion, the then Parliamentary Assistant to the Minister of Finance said in the name of the Minister of Finance (Mr. Abbott) that the motion was acceptable. As a result of that indication of acceptance by the Parliamentary Assistant to the Minister of Finance, the motion received support in all sections of the House. Members on the opposition side were all in favour of it and a number of members on the government side, who on previous occasions were not so vocal, indicated their support last year by speaking to my motion . . . As a result of that support in every part of the House, the debate was a rather short one and it ended by the motion being carried unanimously by this House of Commons . . .

I think it was quite proper for the press of this country, Liberal press as well as opposition press, to assume as it did from the passing of that motion on March 26, 1952, that one of the changes which could be anticipated in the budget that was brought down on April 8 would be the elimination of that 4-per-cent floor. As everyone knows, when we got that budget on April 8 there was no change whatsoever in the floor. The Minister, on the other hand, did make a change in one other aspect of the legislation, a change which did not concern many of us too much—a change in the ceiling; but he insisted that the floor had to stand. . .

Well, I do not know what is going to happen to my motion today but I certainly hope . . . action will be taken on it in this year's budget and that the 4-per-cent floor will be wiped out so that taxpayers will be allowed to deduct their medical expenses right from the first dollar in the same way as applies in the case of donations to charity. . .

**Hon. Douglas Abbott** (Minister of Finance): Mr. Speaker, as my hon. friend from Winnipeg North Centre (Mr. Knowles) has pointed out, this motion is in substantially the same terms as the motion he presented to the House last year and which, as he has indicated, was passed by the House, and without any objection on my part.

I was not able to be present at the debate, but my then parliamentary assistant did discuss the matter and did indicate that the government had no objection to the passing of the motion.



**Mr. Macdonnell** (Greenwood): Would you have made objection if you had been present?

**Mr. Abbott**: No, I would not, because I gave my parliamentary assistant instructions that I did not oppose the motion, and my reason for not opposing it was based upon the terms of the motion itself.

The motion offered at that time was in most respects exactly the same as that now before the House, namely—

That, in the opinion of this house, the Government should give consideration to the advisability of introducing legislation amending the Income Tax Act so as to remove the four per cent limitation from the section which makes provision for the deductibility of medical expenses for income tax purposes.

Now, in the light of subsequent events, I think I was wrong in taking the course I did take, in indicating to my parliamentary assistant that there should be no objection to the passing of the motion. I did it because I felt that it would be wrong and illogical for a minister of finance, at the time budget matters were under consideration, to refuse to give consideration to any proposal.

Every day I am receiving proposals from taxpayers as to how tax laws should be amended; and on that occasion I felt that, in the terms of the resolution as framed, it should be allowed to pass. I must confess that, in my innocence, I did not realize that it would be represented to the country as being the unanimous opinion of the House of Commons that this should be done.

We know how these resolutions are passed. I was not in the House that day, and I do not know what the attendance was, but I assume it was perhaps average—or, perhaps even less than average, because it was a private members' day. In any case it was passed without objection from the Government. But because in its terms it is, I think, clearly a resolution which relates to the imposition of a tax, then as we know, under our constitution proposals of that kind can be introduced only by a member of the Government on recommendation of His Excellency.

Now, my hon. friend has said that this was not put before Parliament as a direction to the Minister. Well, I certainly think he is right in that; but he and his supporters have done their best to persuade the people of Canada that it was a direction.

It is all right to pass resolutions couched in these terms, relating to budget matters, if it is understood that they do indicate what they say, in the terms indicated, namely that the Government should give

consideration to certain matters. But the ultimate responsibility as to the fairness and the desirability of making these budget changes must rest with the Government. . .

I should like to take a few moments to indicate the philosophy behind the provision for a floor. In common with a good many other people in this country, and in the House, I have spent money during the last 25 years in raising a family. Unfortunately they are getting pretty close to a grown-up stage; but in the course of those years I have had to spend varying amounts in each year for dental care, for check-ups, for childhood diseases and so on. . . We have in each year paid out money in varying amounts. Perhaps sometimes it would be a few hundred dollars, and sometimes somewhat less than that—for these periodical check-ups, general child care and the like.

I see no reason in the world why I, or anybody else, should be in a position to deduct those normal expenses—and I prefer to use the word "normal" rather than "average". I see no reason why I should be permitted to deduct those normal expenses from my income before calculating my income tax, any more than I should be entitled to deduct expenditures for clothing necessary to keep the children warm, or food necessary to keep them alive.

I think it is unsound, in principle, that normal living expenses of the individual should be paid out of income after tax.

That is the basis upon which the floor has been established. It may be, as I say, that the floor is too high. Perhaps it should be less than four per cent. It started out at five per cent, and it has been lowered to four per cent. I am quite prepared to look at that question again. I am quite prepared to look at the question of whether there should be a floor at all.

However, I have endeavoured to indicate why I believe it is essentially fair that there should be some floor. Because one of the jobs that any minister of finance has to do is to try to spread the tax burden, which amounts now to something like four billions. He must try to spread the tax burden as fairly and equitably as possible among all taxpayers. If one taxpayer gets a concession or a deduction, then some other taxpayer must provide those moneys.

My hon. friend does not quarrel with the ceiling; he has never quarrelled with that. There may be a question as to whether the ceiling should be raised. I have a perfectly open mind as to that, and it is a matter of opinion. But quite obviously, both in my view and in his, there should be a ceiling.

Otherwise the benefits of a deduction of this kind would be quite disproportionate as between those in the lower and others in the higher income tax brackets.

The question as to the definition and the eligibility of various expenses which would qualify for deductions is constantly under review. From time to time we have made additions in respect of the classifications of drugs and other expenses which can be claimed as deductions.

Those, then, are the principles upon which these deductions can be claimed. As I say, I have always felt that to be fair as between the different taxpayers in the country there should be some minimum below which a claim cannot be made for deduction of these expenses.

Then there is an added reason—and perhaps this is not an entirely compelling one: I refer to that of administration. I am informed that it would be extremely difficult—virtually impossible—to check claims for medical deductions if every claim, no matter how small, were eligible as a tax deduction. The case may not be completely analogous but I think there is considerable parallel between the type of insurance which some of us take out having a \$20 or \$40 deductible provision. We decide that we will insure ourselves for minor losses in connection with our car or other insurable property and thereby get a much cheaper rate for the greater expenses.

The philosophy behind this actually is that it is quite within the capacity of the ordinary individual to pay the normal expenses incurred for medical care or attention, but when those exceed what can be considered as a normal amount then, and then only, should there be special relief. That is the principle which lies behind the law as it stands now.

I am not going to take a great deal more time discussing the principles underlying this law. The cost of granting blanket exemption of four per cent, as suggested by the hon. gentleman, would be quite heavy. I am told that if everyone claimed the 4-per-cent deduction, that is to say, four per cent on income as indicated under the Act, the cost would be something over \$100 million. The estimate of some \$40 million which was given last year would mean that a lot of people would not claim at all for medical expenses or would be substantially below the four per cent. In any case the cost undoubtedly would be substantial. It certainly can be argued that more equitable and widespread tax relief can be afforded in other ways.

At this time of the year budget matters are under consideration. I doubt if many new points could be brought up in connection with this matter.

... I intend to again give this question of deductions for medical expenses the most serious consideration, as I did last year. . . In that consideration I shall again carry out the wish expressed by the House in the resolution last year and which is again voiced in the resolution we are now discussing, that the Government should give consideration to the advisability of removing—I am shortening it up—this floor.

Unfortunately I am unable to be here this evening. With the assurance which I have just given, that the matter will be considered again this year, I think perhaps it might be appropriate if I were to move the adjournment of the debate.

## Fair Employment Practices

January 13

**Hon. Milton F. Gregg** (Minister of Labour) moved for leave to introduce Bill No. 100 to prevent discrimination in regard to employment and membership in trade unions by reason of race, national origin, colour or religion.

Motion agreed to and bill read the first time.

## Voluntary Revocable Check-off

January 13

**Mr. Stanley Knowles** (Winnipeg North Centre) moved the second reading of Bill No. 2, to amend the Industrial Relations and Disputes Investigation Act (voluntary revocable check-off).

As I have indicated on previous occasions when this bill has been before the House, it is a measure which asks for a legislative enactment to provide the very minimum of what is known as union security. There are a number of ways in which union security can be provided, and I want to say that for my part I would like to see something even more effective and more useful than what is asked for in this bill. But at least this is a minimum form of union security, and it is already in effect in the labour codes of a number of provinces in this country. I have reminded the House on previous occasions of the fact that all parties in this House have, on various occasions, expressed their support of the principle of union security . . .

Now, Mr. Speaker, the provision in the bill is quite simple. It specifies that where a union is certified under the provisions of the Industrial Relations and Disputes Investigation Act, that union may request



the check-off. If it does it means that the company is required to deduct from the pay of employees their trade union dues, and pay them over to the union, but only in the cases of those individual employees who indicate in writing that it is their desire that it be done. In addition to that provision, it is stipulated that after any person has directed that his dues be checked off in that way he can, at a later date, revoke that decision if he wishes to do so. In other words, that is the reason for the way in which this provision is defined, namely as the voluntary revocable check-off.

As I have already said, this is only a minimum way in which to guarantee union security, but at least it is a beginning. I have pointed out on previous occasions that this matter has been requested year by year by the major labour congresses in their representations to the Government. I have no doubt but that it will be included in the representations they will make to the Government again this year. I point out also that this is a provision in many of the provincial labour codes.

The only active opposition to this provision, so far as the federal law is concerned, of which we have been aware in recent years has been the occasional mimeographed circular distributed to the members of this house by the Railway Association of Canada. This Association is, of course, an association of the employers, and that association from time to time has objected to this bill. The objection has been largely on the ground that it would involve considerable bookkeeping. It has been pointed out in this House, not only by myself but by the Member for Spadina (Mr. Croll) and others who have supported this measure, that that is really a rather specious argument, particularly in view of the fact that employers make a great many other deductions at the request of their employees.

Well, to me it is significant that no such protest against this bill has been received as yet this year from the Railway Association of Canada. I dare to think that the reason no such protest has come is because of the ruling of the board that dealt recently with the railway dispute between the railway companies and their non-operating employees. Hon. members will recall that that board was headed by Mr. Justice R. L. Kellock, and the other two members were Mr. Paul S. Smith, appointed by the employers, and Mr. David Lewis, appointed by the employees. Majority and minority reports were presented.\* In other

words, there were many points on which there was disagreement between Mr. Justice Kellock and Mr. Smith, on the one hand, and Mr. Lewis on the other. However, at least this question of the check-off was one upon which they were agreed. Mr. Lewis, in his minority report, pointed out that he would like to see an even greater measure of union security for railway employees than just the check-off, but at least he was glad to join with Mr. Justice Kellock and Mr. Smith in recommending that the check-off, so far as railway employees are concerned, be instituted. . .

I understand that on the basis of that report the check-off will shortly be in effect so far as railway employees are concerned. There is some question as to whether it will be on the basis of the Rand formula. At least what we are asking for in this bill is being accepted now by the railway companies of Canada, and in this case by their non-operating employees.

I submit, Mr. Speaker, that since this group of employees constitutes perhaps the largest number of employees who come under federal labour jurisdiction, there is now no reason at all why there should be any reluctance or any resistance on the part of the Government to writing this measure into the federal labour code. The wording of the section that would be added by the terms of my bill is, in fact, the wording that was drawn in the Department of Labour. The story behind that, briefly, is that in 1948 when the industrial relations committee was dealing with the federal code it was moved by the hon. member for Spadina, as a member of that committee, that the check-off provision be written into the labour code at that time. His motion carried, although it was on a very close division. After his motion carried, although it did not have the support of Mr. Mitchell, then Minister of Labour, the Minister had one of his officials come back the next day and suggest that if this provision were to be written into the code perhaps it would be well to have it written in language that the legal advisers of the Department of Labour thought most appropriate.

The hon. member for Spadina accepted the language drafted by the legal officers of the Department of Labour, and it is that language which forms the main part of the bill now before us. . .

**Mr. A. F. Macdonald** (Edmonton East): . . . In 1951 I said that I believed in the check-off that was negotiated, not one that was legislated. No one knows better than do trade unionists and management that

\*See L.G., Jan., p. 55.

there must be good will in every document that is executed and signed by both parties. At that time, of one union for which I had a great deal of respect, I said that when they again opened their contract for negotiations with management, they would be able to negotiate the kind of check-off that would be acceptable to the people embraced by that agreement, both at the management level and at the employee level. I do not like to take this occasion in the House of Commons to say that at that time I was right, as has been proven by the fact that just recently 17 major railway organizations were able to meet management around the bargaining table like gentlemen, to discuss their problems, to find ways and means of settling their differences, to include a check-off which goes far beyond the kind of innocuous check-off that is suggested in the bill before us, then to sign an agreement for a stipulated period of time and to work under that agreement with good will.

Now that it has been proven to the Hon. Member for Winnipeg North Centre (Mr. Knowles) that matters of this kind can be negotiated, I am surprised that he should still pursue this question and persists in endeavouring to persuade the members in this chamber to support an innocuous kind of check-off that is not nearly as good as that which trade unionists and management have been able to agree on in recent months. In other words, if this provision is written into the Industrial Relations and Disputes Investigation Act, it would not only be a floor but a ceiling, and it certainly is not as good as what the unionists themselves and management have been able to agree on. . .

**Mr. Paul E. Côté** (Parliamentary Assistant to the Minister of Labour): Mr. Speaker, on several occasions I have voiced my views on the principle of this bill. In fact this is the fourth time that a bill to amend the Industrial Relations and Disputes Investigation Act has been presented for this purpose. I should like to make a few remarks tonight which I did not have the opportunity to develop at any length in the past.

At the outset I wish to assure my hon. friend that I have nothing against the check-off of union dues, in itself, or against any stronger measures of union security. On the contrary, I fully approve the principle of those measures. If there is anything within my control that I can do to increase the number of contracts in industry containing provisions for union security or the check-off of union dues I shall never hesitate to do it.

May I say to the Hon. Member for Winnipeg North Centre (Mr. Knowles) that I think the criterion which should guide this chamber in deciding whether this bill is desirable should be this. Is the underlying principle of this bill consistent with the basic principles of the Act it intends to amend? From the arguments which have been advanced in support of the passing of this bill I am inclined to believe that this important aspect of the question has not been examined as it ought to have been and that no convincing case has been made to justify the change which it advocates in the statute at this time.

The Industrial Relations and Disputes Investigation Act embodies basic principles which should not be altered without reasonable cause or without applying the same measure of caution which was applied in the drafting and passing of that Act. Those principles are freedom of association, certification of bargaining units, free collective bargaining on all matters subject to agreement between employers and employees, and compulsory compliance by both parties with the machinery set up for the settlement of all disputes.

Union security provisions, including any measure of check-off of union dues, have hitherto been considered as matters for collective bargaining. It is true as some hon. members have said, more particularly in this debate the sponsor of the bill, that in six provinces the labour relations acts include provisions for the voluntary revocable check-off. But in discussing the bill no one has given any indication as to what procedure was followed, whether management was consulted and had agreed or what was the situation as far as the check-off was concerned, in the provinces where such provisions were included in the labour acts.

Four important provinces, Manitoba, New Brunswick, Ontario and Quebec—the last two being the most highly industrialized provinces—have not yet deemed it to be in the best interests of good labour-management relations to enact such a provision. In the attitude which these provinces have taken, to stand by the principle of free collective bargaining, they are in complete accord with the federal Act. They still believe that the time has not yet come to introduce any compulsory feature in the field of collective bargaining, that if they did this without previous consultation and a certain measure of agreement with and by both parties in industry they would be setting a precedent of unilateral if not arbitrary statutory action



which might become dangerous in the future, in that it could be invoked by some other government for legislative action which might not be in the best interests of trade unions and of labour-management relations in this country. Once a legislative body has determined by statute and made compulsory a provision which is normally dealt with by collective bargaining it opens the door for more and more intrusions of the same kind by the state in a field which ought to belong exclusively to labour-management negotiations. . .

The principle of free collective bargaining is the cornerstone of the federal labour relations act. That should not be altered, any more than any other major provision in the Act, without consultation with and at least a certain measure of agreement by both parties who will be affected by the change. That was the purpose of the then Minister of Labour, the late Hon. Humphrey Mitchell, when he submitted the initial draft of his legislation to the national bodies of management and labour.

On the one hand there was the Trades and Labour Congress of Canada, the Canadian Congress of Labour, the dominion legislative council of railway transportation brotherhoods and the Canadian and Catholic Confederation of Labour, representing labour. On the other hand there was the Canadian Manufacturers Association, the Canadian Chamber of Commerce, the Railway Association of Canada and the Canadian Construction Association, on the management side. The measure of agreement on the major provisions of the Act which was then obtained from both sides was indeed gratifying. This consensus of opinion gave the assurance that the legislation was initiated on solid ground and should not be altered in its major provisions without determining and following the best possible procedure which would tend to safeguard the prerogatives of all concerned.

The initial draft of the labour act was submitted to and approved in its broad principles by the provincial ministers of labour. There was no necessity to do this, but the late Humphrey Mitchell showed wisdom in availing himself of the opportunity provided by a conference which was taking place with his colleagues in the provinces on other matters to seek their views and secure their agreement on the main features of the bill which was then being considered. This consultation has paved the way for the inclusion of Section 62, which tends to promote as much uniformity of legislation as possible between the two levels of government and to make

possible the administration of any provincial act by the federal Department of Labour if any province so desires.

These consultations with the provinces, management and labour organizations brought out valuable suggestions which contributed to the improvement of the initial draft of the bill. A second draft was prepared which was introduced here during the session of 1947, and was referred to the standing committee on industrial relations. It received serious consideration. The organizations which I have already mentioned were invited to appear before the committee. They did so and submitted their considered views on the proposed legislation. The bill was redrafted and reintroduced in 1948, thoroughly examined by the committee, and finally adopted and brought into effect on September 1, 1948.

The administration of this statute has given good results so far. It would be unfair and unwise, I submit, to amend an important feature of such legislation without seeking that measure of previous consultation and concurrence with all parties concerned, and not only a few of them. The Department of Labour is not and must not become identified with the interests of one of the parties in industry to the exclusion and seemingly against the will of the other. The Minister and his officials have always striven to uphold and safeguard their position as mediator between the two parties, and in their legitimate effort to hold that balance they must be inspired and assisted by legislation and regulations which have been enacted in the same spirit of impartiality as between management and labour.

If Parliament were to enact the bill sponsored by the Hon. Member for Winnipeg North Centre (Mr. Knowles), what stand could it take if and when management organizations would attempt to obtain, by legislative action, provisions which might react against organized labour as has occurred in other countries? I should like, if I may, to cite here a few words of the late Humphrey Mitchell, which may be found in *Hansard* for 1947 at page 4231. He said:

—may I say that we have received representations for the inclusion of measures severely curtailing union activities; from others have come suggestions which would involve, under certain conditions, the compulsory application of the principle of union security in collective agreements and the adoption of other innovations.

We have not given effect in this legislation to such representations, since it is not the desire of the government to place impediments in the way of free collective

bargaining between employers and their organized workers, or to legislate conditions or terms of employment that properly lie in the field of collective bargaining.

In the same speech on June 17, 1947, the late Mr. Mitchell had this to say:

Human nature cannot be corrected by a law, and in the final analysis the major consideration in improving human relations between employers and employees is the simple matter of trying to see each other's point of view and developing mutual understanding.

... I refer to the debate which took place on the bill to put an end to the railway dispute which had resulted in a nation-wide strike in 1950. On August 30 the leader of the CCF (Mr. Coldwell) said that the House must try to "ensure that free collective bargaining and social justice will remain fundamental parts of our Canadian way of life". The Hon. Member for Vancouver East (Mr. MacInnis) had this to say as found at page 39 of *Hansard* of the same date:

Nevertheless the workers are fearful—and I believe they have every reason to be—that if this bill passes employers will take it as a precedent and that whenever workers make demands there will be no further bargaining in good faith because employers will expect the government to make the same provision for them.

My good friend and practically my desk-mate in the house, the Hon. Member for Spadina (Mr. Croll), had this to say as found at page 39 of *Hansard* of that year:

Yet this bill could be construed as saying to the trade unions that in such and such circumstances you are no longer free to exercise your rights.

Further on he said:

Neither today's government nor today's opposition in this house can undertake to say what the effect of passing this bill will be, though we say it is confined to a particular strike in 1950. There it is for all of us to see in the future. We ask ourselves the question, will it not be extended in the future by administrations less friendly to labour than our own.

As a matter of fact the Hon. Member for Spadina made a very thought-provoking speech on that occasion, and I should like to quote more of what he said. Further on he had this to say:

I believe it would be nothing short of a national calamity if we were to substitute something else for the collective bargaining process... Compulsion can force the parties to submit to a given procedure. It may

even force them to accept unwillingly certain results. But I think this house knows very well that forced obedience generates resistance and hostility. Far from being a cure, it is a source of further conflict and it multiplies strife instead of preventing it. Compulsion never removes the cause of the strife.

**Mr. Deputy Speaker:** As it is six o'clock, the hour for private and public bills has expired.

## Pensions for Disabled Persons

January 14

**Mr. Daniel McIvor** (Fort William) moved:

That, in the opinion of this house, the government should consider the advisability of co-operating with the provincial governments for the purpose of providing pensions, equal to old age pensions, for all those who are incapacitated and unable to earn their living, regardless of age.

He said: ... I have received a great many letters which I am not going to read, because hon. members know the need just as well as I do. I have received long articles and a great deal of information from the Trades and Labour Council of Fort William, as well as from others. I congratulate the Government of Ontario upon going along the line of social security which we on this side of the House are following. We commend them heartily for passing legislation granting pensions to those who are incapacitated. Not only that, but I know there are cases where the help has really come from the province of Ontario and therefore, from one province at least, we shall receive wholehearted support on this question.

I might divide these cases into three classes. The first class of those who are incapacitated might be those who are not able to work and earn a livelihood like the ordinary individual, but who can get around by means of a wheelchair. The second class would be those who cannot get around in a wheelchair or by any other means but who, when placed at a desk or a table, can use their hands, their speech or their head to earn something. They cannot earn a great deal because there is a limit to the amount of goods which they produce that friends and other individuals can purchase. The third class, Mr. Speaker, with which I am most concerned, are those who can neither get around nor earn a dollar. To me those individuals need to be fed and clothed; they need to have medical attention and nurses. They are just like newborn babies, the most helpless things in the world. I say, therefore, that the Government of Canada should certainly take care of these people. . .



You have all seen the wheelchair brigade. We would not like to be there, and because we are not there we should be willing to help them. These people are more needy than old age pensioners; they are more needy than many of the blind, and more in need of help than those who get relief through unemployment insurance. I have wholeheartedly supported all these things in the House, but I will not support any other social security measure until there is provision made for these people. I include health insurance in that, for which I worked so hard for two years on the committee. This measure is needed more than health insurance for Canada. Some people think that these are the forgotten people, but they are not. The Minister of Labour (Mr. Gregg) last year informed me that there was a committee of the Department of Labour, National Health and National Defence, who are working with representatives in the different provinces to find a way of taking care of these people as well as the incapacitated veterans.

I realize that if the measure is adopted it will mean more taxes. I expect even the members of the opposition, who think we are so highly taxed, to support this resolution because I believe they are human and they recognize the need of these people. I would just interject here that Canadians pay lower taxes than the people of the United States, Great Britain, New Zealand or Australia. When I visit some of these people I realize that one cannot help them merely by giving them something of one's own. It is a job for the Dominion of Canada. . .

**Mr. W. G. Blair** (Lanark): . . . The resolution, as introduced by the hon. member today, is extremely broad, but the intention of it is to provide people who are disabled and unable to earn their own living with a pension. The phrase used in the resolution is:

—who are incapacitated and unable to earn their living, regardless of age.

This phrase is open to some criticism, but I am going to regard the resolution as favouring the principle of providing pensions to people who are unable to earn their own livelihood or who cannot be rehabilitated. These people are classed as totally and permanently disabled. Under these conditions, I am going to favour the resolution, and I think that the introduction of legislation along these lines will be a real advance and extension of our social security. It would fill a very serious gap. . .

**Mr. William Bryce** (Selkirk): Mr. Speaker, I want to support this resolution . . .

. . . Then the question always comes up: Can we afford it? This Government and previous Governments have always found the money for anything worth while. I do not think there will be any trouble about that. If you explain to the people what a tax is for, if it is something legitimate and really needed you will have their support. So we would have no trouble getting taxes to pay for it.

The resolution deals to some extent with the federal and provincial Governments. I hope that there will be no passing of the buck as there has been in other cases. When the act or the amendment to the act is brought in I hope that there will be no room for any misunderstanding and that these people will get this as of right. . .

**Mr. F. D. Shaw** (Red Deer): Mr. Speaker, my colleagues and I consider this resolution to be one of extreme importance . . .

. . . The National Advisory Committee on the Rehabilitation of the Disabled estimates that there are approximately 150,000 people in Canada of working age who are victims of accident and disabling illnesses, including mental illnesses and so forth, and who are in dire need of support. I am not unmindful of the fact that some action has been taken toward providing rehabilitation services. . .

I noted when examining a recent issue of the *LABOUR GAZETTE* that reference was made to this problem of rehabilitation. On page 1566 of the December, 1952, issue of the *LABOUR GAZETTE*, under the heading "National Plan for Rehabilitation of Civilian Handicapped being Drafted", it is stated that the National Advisory Committee would hold another meeting in September of 1952. . .

I also notice that Mr. Ian Campbell, National Co-ordinator of Rehabilitation, said, speaking of his trips to various provinces of Canada:

Wherever I went people, working with the handicapped, appeared to be encouraged by the fact that we now have a national headquarters for rehabilitation, and that the Government of Canada has taken action in this field.

I stated earlier that I wanted to emphasize the fact that I fully realized that work, effective work I believe, has been going on for two years in the field of rehabilitation.

Before I leave this point may I add that Mr. Campbell, in speaking of the objectives, asserted:

—money is not spent on the rehabilitation of the handicapped. It is invested in their future.

I think that is absolutely correct. He says:

Who can doubt the wisdom of a program that makes the dependent independent, makes the non-producer a producer and makes consumers of wealth creators of wealth?

I stated that was my last reference but I find that I desire to make one more. I wish to refer to three resolutions adopted by the Committee last September. Here is the first one:

A broadening of the Canadian vocational training scheme so that handicapped persons may obtain academic and prevocational training needed for specific employment.

I am going to inquire of the Minister exactly what action has been taken up to the present time with respect to these resolutions. The first one to which I have made reference has to do with a broadening of the Canadian vocational training scheme so that handicapped persons may obtain the academic and prevocational training needed for specific employment. I should like to know what has been done. After all, these recommendations were made last September. Here is the second one:

Organization of the rehabilitation program at the provincial level but with federal grants for such aspects as medical care, training and placement.

We are vitally concerned about this matter and I think the Minister should indicate to us whether anything has been done with respect to that resolution. In the third place they made the following recommendation:

A "pilot" survey on the physically handicapped now registered for work with the national employment service in Montreal.

Possibly the Minister could indicate in the course of his observations whether that survey has been made or is under way. If it has been completed, then I believe the results should be made known to us. I certainly desire to commend the National Advisory Committee for the work which I know they have done in this field. . .

That deals with one aspect of the problem only, the rehabilitation of those who are capable of rehabilitation, but it does not solve the whole problem by any stretch of the imagination. . .

I realize fully the importance of that field but . . . there is one very serious problem that must be taken care of right now, the problem of those who are wholly

incapacitated. I know that representatives of the association of incurables have met the Minister . . . I have before me their resolution, which I shall not read, but it indicates clearly and definitely that they feel that pensions are a most necessary part of whatever general program is adopted to take care of the problem of the incurable. . .

**Mr. George H. Hees** (Broadview): Mr. Speaker, I agree completely with the principle expressed in this resolution, which is to pay a \$40 a month pension to all people who, through disability, are no longer able to earn their own living. After all, it is exactly the same principle as that embodied in the old age pension act, which assumes that when a person reaches the age of 70 he is no longer able to earn his own living and is, therefore, entitled to a pension.

Now, if a person has a disability which cannot be cured, and if that incurable disability is such that the person cannot be taught a trade which will enable him to continue to earn his own living and provide for his family, then I firmly believe that person should be assisted by the government in the form of a pension.

However, I believe that the very first thing to do is to try to cure that disability, and, failing that, to try to teach that person a trade. This will require a well planned and well carried out rehabilitation program, both physical and occupational . . .

I believe it is the responsibility of the federal Government to work out with the provinces such a rehabilitation program, and I very much hope that the rehabilitation committee, which has been in operation now for a year, is steadily working toward that end . . .

**Mr. J. S. Sinnott** (Springfield): Mr. Speaker, . . . I would like to have the resolution which I have on the order paper coupled with this resolution, Mr. Speaker, so that it will save the time of the House. My resolution reads:

That, in the opinion of this house, the Government should take into early consideration the advisability of including in their social security program the payment of pensions or maintenance allowances, equal and similar to blind pensions for the unfortunate crippled people of Canada.

If these two resolutions are coupled I am sure they will be considered by the Government. Whatever decision the Government makes will be influenced by the way in which the parties of this House agree to such legislation.

**Hon. Paul Martin** (Minister of National Health and Welfare): Mr. Speaker, . . . in taking part in this debate, I propose first



of all to indicate what is being done in the important field of rehabilitation, apart altogether from whatever cash benefits are received by various segments of the population of Canada.

It will be seen from this kind of review that a great deal is already being done by all levels of jurisdiction in this country regarding the important question raised in the resolution proposed by the Hon. Member for Fort William (Mr. McIvor). I think it would be advisable for us to recall the actual terms of the resolution, which reads:

That, in the opinion of this house, the Government should consider the advisability of co-operating with the provincial governments for the purpose of providing pensions, equal to old age pensions, for all those who are incapacitated and unable to earn their living, regardless of age.

... All of the social services in Canada cannot and should not be designated for the sole competence of one government authority. It would be wrong for the federal Government to assume full control and full interest in all phases of social welfare and of health activities. That is not only good government in a confederation such as ours, but it is also the view of the ten provincial governments of our country. . .

It must not be thought, however, that in saying that I am now preparing a complete defence against doing anything in the field of rehabilitation and providing cash benefits for our invalid population, or for those who are incapacitated and on that account unable to provide full maintenance for themselves and their families. For the fact is that while in Canada there is no single disability cash benefit scheme, there are nevertheless under various programs—mostly federal but also under provincial auspices—at the present time some 325,000 disabled Canadians who are receiving assistance at a cost of \$110 million a year, almost 80 per cent of which is borne by the central authority. That is a considerable proportion of the population. It is a fact that has not been emphasized here today. Those who have argued for this proposition, and argued well, have failed, it seems to me, to emphasize the important contribution already being made not only by the provinces but by the federal Government in this important matter. . .

Now with regard to rehabilitation. As I said a moment ago, almost \$11 million is made available to the provinces under crippled children, mental health and tuberculosis control grants. Very substantial proportions of this money are used for rehabilitation purposes. Then again, \$100,000

a year is provided by the Department of National Health and Welfare to national voluntary agencies engaged in rehabilitation work. The Department offers valuable consultative services to the provinces and to private agencies in such fields as blindness control and mental health. Federal-provincial aid is being given to special federal-provincial projects to provide surgical operations to restore the sight of selected blind pensioners.

Likewise the federal Government, through the Department of Veterans Affairs, provides welfare services and treatment for disabled veterans. That service includes rehabilitation activities as well as cash benefits for many thousands of veterans who come within the ambit of the resolution now under discussion.

Now with regard to the large segments of the population which are covered by provisions fully as generous as those envisaged in the resolution now before us, I would point out that all persons between the ages of 65 and 69 years with insufficient means to provide for their own needs are taken care of through federal-provincial old age assistance programs. Those 70 years of age and over are cared for under federal old age security legislation regardless of means. It is correct therefore to state that the objectives of this resolution are being already realized in so far as those of our population over 65 years of age are concerned.

Then with regard to blind persons, all adult blind persons regardless of age who are unable to earn their own living are taken care of under the new federal-provincial blind persons' allowance program. It is worth noting that the blind are the largest single group of civilian disabled, and represent perhaps one-third of the total number of those who are incapacitated.

With regard to our veterans, I think it is desirable to remember that all our veterans who served in both world wars are covered by provisions even more generous than those contemplated in the present resolution. Over 200,000 disabled veterans are now receiving assistance, either in the form of pensions or war veterans allowances.

At the provincial level there are a number of important provisions for the disabled. Everyone in this House knows that the provincial Governments have developed comprehensive provisions for partial and total disability benefits under their workmen's compensation programs. In most provinces where a husband is prevented from working by physical or mental disability aid is provided under a system of mothers' allowances. As an

example of what is being done for tuberculosis victims, most provinces provide special allowances for persons incapacitated by that disease. At least one province, Alberta, has a provision for widows' pensions which covers a small segment of the disabled group below 65 years of age. Newfoundland has its Dependents Allowances Act which takes care of the disabled among others.

It is therefore clear that a large proportion of our disabled population, all those over 65 years of age, our war veterans, all our blind, those who have been injured by industrial accidents and other similar groups are covered already under one or other of the programs I have described.

Last year the province of Ontario went a step further in introducing a new plan for the disabled. The initiative which that province took seems to suggest that possibly disability pensions, like workmen's compensation and mothers' allowances, can best be taken care of by the provincial governments to the extent that they cannot be subject to insurance principles. I know that is the view of the Government of Ontario from the discussions I have had with them. . .

It certainly is the view of at least three other governments that this is a field which they can best attend to, though they do not all agree that there should be no financial participation by the federal Government. When we embarked upon the old age security program we had in our minds the fact that we were assuming a greater responsibility, not only for those 70 years of age and over but for the group which would be covered under the new Act, those between the ages of 65 and 70 years. We were relieving the provinces of a great financial responsibility. Their financial load has been very considerably reduced as a result of our old age security program.

To come back to the scheme in Ontario, I have not seen official figures as to the extent of that program. I understand that the number of recipients is not large and that consequently such a program is well within the capacity of the province. I hope to be able to announce the results of our health-sickness survey within a very few months, and that will reveal, I think, that this problem is not as great in the proportion of disabled people as might be thought, particularly when one takes into account the 350,000 individuals in the country who are now receiving cash benefits in one form or another through the federal Government. It may be that the survey will reveal that, just as this group

is within the capacity of the province of Ontario financially, so too will it be well within the financial capacity of municipal and provincial governments throughout the country. . .

In any event it seems to me that these programs can best be handled provincially . . . with this in mind it might be well to note that the federal Government's assumption of the total cost of old age security payments for those 70 and over has reduced provincial expenditures on old age pensions by more than \$18 million a year, and our estimate would be that the kind of scheme envisaged by the proposition now before the House would certainly not cost the provinces anything like that in total. Because, it seems to me, we are now doing our share in respect of this problem and because we have other great obligations, I could not get up in the House at this time and accept this resolution without qualification, much as my own human instincts and sympathies, like those of every other hon. member, might lead me to do so. I could not do that in the light of the situation which I am describing to the House, and also because of other things that the Government yet hopes to be able to do in these wide humanitarian fields for the people of this country. . .

It seems to us that we can develop these schemes in partnership with the various provincial governments, and this is one phase of activity which I believe most of them are prepared to undertake and which I believe they can do better than we. The administrative difficulty is very great, as we have found in administering those problems of rehabilitation that come directly within our own sphere of activity. . .

Later in the session I hope to be able to announce a program in connection with a phase of activity in our department that will not be unrelated to this matter, although it will not be directly in answer to what is requested in the resolution. I must make it clear that it will not provide for disability pensions, but it will be a matter closely related to this problem and to many other phases of activity with which our department would normally be expected to be concerned. . .

**Mr. Fournier (Hull):** I move the adjournment of the debate.

**Mr. Speaker:** Mr. Fournier (Hull) moves the adjournment of the debate. It is six o'clock.

**Mr. Fleming:** We should have a vote on the motion.

**Mr. Speaker:** It is six o'clock.



# The Problem of the Older Worker

Memorandum on Canada's ageing population prepared by the Information Branch of the Department of Labour for presentation at the December meeting of National Advisory Council on Manpower is reprinted below

This memorandum was presented to the National Advisory Council on Manpower, December 10, 1952, by G. G. Blackburn, Director of Information of the Department of Labour. The Council decided that a sub-committee be established to examine the problem of the older worker using the memorandum as a basis for further study so that specific recommendations could be presented for consideration by the Council.

## Section I: The Problem

The fact that Canada's population is growing older coupled with trends which result in rejection or withdrawal from employment of an important proportion of our older workers constitutes a national problem demanding close scrutiny.

In 1881, the number of Canadians over 40 constituted 20 per cent of the population; by 1951 this had increased to approximately 32 per cent. When we consider this trend in relation to the fact that one of the chief difficulties facing the National Employment Service in matching unplaced applicants with unfilled jobs is the tendency on the part of employers to reject applicants over 40 (over 35 for women), one major aspect of a serious problem is exposed.

Again looking at population figures: in 1881, there were 15 adults under 65 to every one over 65. Today there are only seven adults under 65 to every one over 65. By 1971, it is estimated that there will be only five to one. When we consider the effect of the trend towards more pension plans with compulsory retirement rules, now normally set at 65, another major aspect of this problem is seen.\*

From the point of view of the national economy, the question arises whether or not it is economically possible to maintain a high standard of living in the face of trends which see increasing numbers of older people rejected or withdrawing from the productive section of society, reducing their ability to consume goods and services (at the other end of the age scale more are remaining at school longer), while the burden of production, taxation (part of

which must be for old age assistance), etc., must be borne by a decreasing percentage of the population, a trend not likely to diminish.

Recognizing the fact that in the face of a marked reduction in recent years in the work day and the work week, increased production and broadened distribution of goods and services have still been possible through technological advances, we might reasonably expect also a shortening of the life work span without serious effect to the economy of living standards. However, although we may anticipate desirable trends suggested by the promise of atomic power, electronic brains and "push-button factories", at the same time we must recognize that the technological advances over the years have resulted in a more productive work-life, not elimination of work-life. It is one thing to take the best possible advantage of the most productive hours of a worker within a 24-hour or seven-day period. It is quite another matter to eliminate the worker completely before his productive years are over.

In the matter of this trend towards more older people being put on the shelf there are serious considerations in relation to the possibility of the increasing demand for extension of state old age assistance. Since so large a percentage of adults with their relatively high importance in matters of national policy have a stake in state old age assistance, there is, in possible growth of the idea of a utopian old age based on state assistance, a danger that must be examined objectively, so that any economic fallacies may be exposed.

The following table indicates the extent of pressure which the productive economy is bearing, and would bear if people live increasingly longer and are encouraged or forced to demand state assistance at earlier ages or in growing dollar amounts.

\*In June 1949, of 7,412 manufacturing firms surveyed, 1,456 had pension plans as compared with October 1, 1951, when of 6,755 surveyed, 2,078 had pension plans—*Dominion Bureau of Statistics, and Economics and Research Branch, Department of Labour.*

**ESTIMATED ANNUAL COSTS OF PENSIONS PAYABLE WITHOUT MEANS TEST TO  
CERTAIN OLDER AGE GROUPS IN AMOUNTS OF \$40 AND \$60 MONTHLY,  
1951, 1961, 1971**

Age Group	Year	Number of Persons in Age Group	Annual Cost of Monthly Pensions of	
			\$40	\$60
			\$	\$
70 and over, both sexes.....	1951	674,500	323,760,000	485,640,000
70 and over, both sexes.....	1961	869,300	417,264,000	625,896,000
70 and over, both sexes.....	1971	1,042,100	500,208,000	750,312,000
60 and over, both sexes.....	1951	1,631,900	783,312,000	1,174,968,000
60 and over, both sexes.....	1961	1,969,700	945,456,000	1,418,184,000
60 and over, both sexes.....	1971	2,366,900	1,136,112,000	1,704,168,000

SOURCE: Report of The Joint Committee of The Senate and House of Commons on Old Age Security, June 28, 1950—Page 100.

Another consideration of immediate importance is whether or not there will continue to be sufficient manpower available to maintain the present rate of expansion in Canada in the next few years in the light of the following facts.

At the present time, the supply of new entrants to the labour force as a result of natural increase in population is at a low ebb because of the low birth rate of the depressed thirties.

This situation is likely to continue for the next eight years. If the labour force is to maintain the rate of increase of recent years, it must be accomplished by immigration or the reclaiming of workers from the older worker potential or those with physical handicaps. The rate of immigration is based not only on the ability of industry to absorb workers, but must also be related to such other factors as housing. It can easily be seen that the reclamation of a section of the Canadian labour potential could be accomplished with fewer difficulties than are associated with the assimilation of immigrant workers, particularly as this applies to housing accommodation. Also, the desirability of immigration notwithstanding, there is an obvious responsibility towards Canadian citizens involved in the question.

To quote the Joint House of Commons-Senate Committee on Old Age Security:—

Not only is this a matter of importance to individuals themselves in terms of their health and mental outlook, but it is of even greater importance to the overall economy of the country. Surely a country like Canada, with a wealth of natural resources still in large part undeveloped, is justified in having profound faith in its economic future. If we are to develop these resources adequately, we shall need to retain in active undertakings the largest possible number of our nation's population. The Committee believes that, in the years ahead our economic progress and prosperity will depend in significant measure on the success of efforts made to utilize to the fullest possible advantage the mature skills of these older workers.

The extent of the labour potential represented by the older worker group seeking and needing work is difficult to estimate accurately. The number of unplaced applicants 45 years and over registered with the National Employment Service varies with economic conditions but has represented, regardless of season, about one-third of the total registered applicants at any given date in the post-war period. Unplaced applicants by age group recorded by the Employment Service as of July 1952, were as follows:—

	Unplaced Applicants by Age Group				Total Unplaced Applicants
	Under 20	20-44	45-64	65 and over	
<b>CANADA.....</b>	<b>28,264</b>	<b>94,002</b>	<b>37,087</b>	<b>76,361</b>	<b>175,714</b>
Male.....	15,425	59,705	27,941	15,247	118,318
Female.....	12,839	34,297	9,146	1,114	57,396
Percentage—					
Distribution of Unplaced Applicants..... { (M)	13.0	50.5	23.6	12.9	110.0
{ (F)	22.4	59.8	15.9	1.9	100.0

The percentage distribution of unplaced applicants in the two groups from 45 years and up remains approximately the same regardless of the season, for male workers. This is illustrated as follows: January, 1951—36.2%; April, 1951—36.6%; July, 1951—37.1%; January, 1952—34.7%; April, 1952—33.7%; and July, 1952—36.5%.



It will be seen from the above that 36.5 (23.6 + 12.9) per cent of all unplaced male applicants in Canada at the end of July were 45 or older.

In considering this point, it is also of importance to compare the percentage of unskilled in the various groups. An average for the year 1949 (latest year examined) showed that only 36.5 per cent of all applicants 45-65 were unskilled, as compared with 62.9 per cent of those 20 years and under and 38.3 per cent for those 20-44. It will be seen from the foregoing figures that judged by degree of skill, the 45 and over group should actually have an employment preference.

If for purposes of study we eliminate the 20 years and under group on the basis of the large proportion of unskilled in this group and compare the older worker group only in relationship to those 20 and older, the 45 and older group seeking employment increases to 40.2 per cent.

The above figures cannot be said to represent the total unemployed older workers willing to work, since many more may have become discouraged through failure to find employment and have not continued to register with the Employment Service.

Neither do these figures include a great many potential applicants on retirement who might be willing to re-enter the labour force.

Age restrictions vary with the occupation, the industry and even the locality in which the employer does his hiring. For example, the employer with openings in one occupation or industry may refuse to consider any worker over 35 for retail sales, while he may be willing to hire workers 45 or even 60 in his warehouse. Although employers relax age specifications in a tight labour market, age restrictions do persist in the tightest of markets. The opinion that full or expanding employment provides a complete solution to older workers' job problems is false (*See preceding table*).

So much depends upon the degree of skill involved, the industry, the prevailing conditions of the labour market, the personal qualities and qualifications of the individual, that an overall generalization about workers 40 and over often will not apply to individual workers.

Older workers who lose their jobs tend to remain unemployed longer than younger persons.

Many older workers, if unemployed for some time, suffer a lowering of morale which further aggravates their problem.

Although many older workers have physical handicaps, these handicaps do not appear to have as serious a bearing on their problems of finding employment as for a younger worker with a disability. The older worker appears to compensate better for his physical disabilities than younger physically-disabled job applicants.

Nearly all collective bargaining provisions contain seniority clauses which offer some protection to older workers while they are employed but protection of employed older workers does not alleviate their job problem when they are unemployed. Displacement occurs as individual industries, plants and occupations shrink or are replaced by others. To some extent retirement plans limit the hiring of older workers. But many restrictions in hiring policies are built on misconceptions and unawareness of the fact that age is an individual condition which has little significant bearing on the overall qualifications of the worker. This, however, will be dealt with in the next section.

It should be recognized that the problem of the aged is not the only employment problem faced by industry. There are groups concerned about the problem of employment of youth, the problem of employing physically-handicapped, etc. There seems to be only one practical solution to this combined problem and that is to make every effort to place each individual on the type of work for which he is physically, mentally, and psychologically prepared so that he can be of the greatest service to himself, his employer, and society as a whole.

Again to quote the Joint House of Commons-Senate Committee:—

As large numbers of persons reach what may, under present circumstances, be considered the normal ages of retirement, and as they find themselves in better health, it may be expected that they will show increasing reluctance to accept the inevitability of retirement at such ages. It is in the interests of the individuals themselves and of the country as a whole that we should re-think our attitude towards continued gainful occupations of these older age groups.

## Section II: Historical Development of Problem

Since the beginning of history, there has been a natural preference for the younger worker in certain lines of endeavour which

demand the vigour of youth. However, the long apprenticeship and experience necessary to produce fine craftsmen and skilled

workers, before the machine age, placed the older worker generally in a favoured employment position.

With the mechanization of industry and the changing methods of production, more and more of the older, highly-skilled craftsmen became unnecessary as more and more their finely-trained fingers were replaced by precision machines. Along with these changing economic conditions came gradually the state of mind which has been aptly described as "accent on youth". Everywhere the stress was laid on the mental and physical agility of the young worker. Machines were speeding up the tempo of life and industry. Young men were faster. Therefore, it was a young man's world.

This attitude on the part of employers first came into prominence in Canada in the twenties. During the early thirties young and old were thrown out of work but then, as the country slowly struggled from the morass of the depression in the years immediately preceding the war, it was evident that the older worker was having more difficulty than the younger one in becoming re-employed. Then came the war and, as it progressed, the shortage of workers to a great extent eliminated the older worker's problem of getting a job.

Reconversion and the rehabilitation of ex-service personnel caused a wide redistribution of the labour force and again the question of employers' disinclination to hire the older worker came to the fore.

In view of older persons' general stability, industrially as well as socially, it has been

asked why there are now so many over 40 unemployed and looking for work. To find the answer we must consider our economic position since 1930. In the early years of the depression thousands of young men in their late twenties or early thirties were unable to get employment. Many more took odd jobs which did not fit them for any particular line of work. When war came ten years later, they were able to find employment or join the armed forces. However, their wartime experience again often did not afford any degree of permanency and they were faced at the end of the war with still looking for career opportunities, although they were by this time over 40 years of age. We might presume that under normal conditions covering the last 20 years—normal in the sense of an even employment market—these men might have stayed with the same firm and have built up their experience and their reputation with these firms so that they would have a high degree of security.

However, this was not the case and some of our larger National Employment Service offices, Toronto for example, had on their books at one point a few months ago sufficient over-40 applicants with sufficient training and experience to completely staff a small plant. That is to say, they had supervisors, foremen, accountants, clerical and other help. In a great many cases these men had obtained their experience and training in jobs of a temporary nature during the past two decades.

### Section III: Obstacles in Way of Full Use of Older Worker Labour Potential

Although up to this point we have discussed the subject from the point of view of "a problem", it is suggested that it might be advantageous to consider the older worker as valuable labour potential with problems and qualities different from youth but needing similar considerations and efforts for proper assimilation into and within the work force.

It has been said:

The biggest single obstacle to the full utilization of the older workers is the preoccupation of employers with dwindling or non-existent supplies of workers in younger age groups. In other words, refusal to hire older workers and insistence on age specifications which deny them employment is the big obstacle we face in meeting labour force expansion requirements.

As mentioned previously, age as a barrier to seeking employment varies so widely from occupation to occupation and from individual to individual that it is difficult to make a summary of the

obstacles but, for purposes of study, here are what appear to be the most common specific obstacles:—

(1) Employers' prejudice against the hiring of older workers based on the following assumptions:

- (a) older workers are not as adaptable to learning new techniques;
- (b) accident frequency and absenteeism through ill health increase with age;
- (c) old age brings slowdown, lessens productivity.

(2) In-plant training programs, which call for hiring young workers and developing them over the years, make it unprofitable to invest in training of an older employee.

(3) Pension plans which employers often maintain prevent them from hiring workers of advanced age. (They claim that not only is the older worker not able to fit into pension plan contributions and benefit schemes but that pension plans encourage workers to remain with the firm, thereby



increasing the age level of the whole staff and demanding that new entrants must be young.)

(4) A belief by employers that the public prefers younger workers for jobs requiring public contacts, such as waitresses, clerks, office workers, salesmen, etc.

#### Section IV: Are Obstacles Rooted in Fact or Prejudice?

All must agree that employees in the older age-group should be selected as carefully, with regard to their physical and mental qualifications, as those in any other age-group. The danger arises in the tendency to judge those qualifications solely on the basis of chronological age. Everyone knows, from his own observations, that the number of years a person has lived is no sure basis for estimating his capabilities. Far more accurate is a consideration of his physical and mental condition.

During the thirties, when jobs were hard to get, emphasis was placed on early retirement to leave jobs open to young people. It would appear that we are still confronted with this out-of-date thinking. A man reaches 50 and it is generally taken for granted that his physical capacity is extremely limited in comparison with what it might have been at age 30. There is, of course, a basis of truth underlying such sweeping acceptance—most men at 50 cannot do all the things they could do at 30 or 35—but what is so frequently overlooked is the simple fact that a person does not need to be able to run as fast, lift as much, move as quickly, etc., as he once did in order to perform satisfactorily the vast majority of jobs in modern industry. Very few jobs require the physique, stamina, or condition of an athlete.

Because of the almost universal thinking on the subject, people, when they reach middle age, are apt to consider themselves as past their prime, only fit for a few jobs, with the result they may unwittingly be limiting themselves in employment opportunities.

The weakness of thinking in terms of chronological age lies in the classing, in the same physical category (in relation to work capacity), of all individuals in an age group. Such generalization overlooks the physiological, biological, or psychological factors involved.

All of us tend to fall into the error of considering all persons beyond a certain age as "old", although our ideas on the subject tend to change significantly as we pass each decade of our own life.

One of North America's well-known authorities on ageing processes, and Chair-

(5) Collective agreements which tend to prohibit reduction of remuneration for reduced production, for workers in the advanced age group.

(6) Pension plans which compel workers to retire at an arbitrary age regardless of fitness to carry on.

man of the Sub-committee on Geriatrics of the New York County Medical Society, Dr. C. Ward Crampton, says: "Today a man of 60 may be as young, vigorous and vital as the average man of 40. On the other hand, he may present the common picture of the man of 80—old, weak, and miserable." In other words, "old age" begins at no particular birthday. It is rather an individual matter which varies with each person. All of us know of persons who, though they have passed their 70th or 80th milestone (many of them nationally and internationally known), are mentally agile and youthful in outlook.

Referring to the ageing process, Dr. Edward J. Stieglitz, a leading U.S. geriatrician, informs us:—

The changes which come are not all decline. I think there's a general opinion that it's all down-hill. Speed of reaction does diminish; but endurance increases in certain capacities. It is not without significance that the records for all the sprints are held by youngsters but the marathon records are held by men 38 to 45 and have been for many years. Endurance of a certain type, for the long, slow grind, the continuous type of labour operation, increases. As speed declines, skill is increased with practice and, as strength declines, judgment increases. The mental changes are not all decline either. There is some depreciation in the ability to learn but it is extraordinarily less than the average person assumes.

Dr. Stieglitz adds that you certainly can teach an old dog new tricks if the old dog wants to learn, and if the teacher is smarter than the animal.

An eminent physiologist, Dr. Anton J. Carlson, states: "The physiologic age of the worker is not synonymous with his chronologic age, owing to the individual variables in heredity, mode of living, accidents and sequelae of disease."

Dr. Nathan W. Shock, Chief of Cardiovascular Diseases and Gerontology Section, U.S. Public Health Service, says:—

*It should be pointed out that no differences in efficiency in the performance of moderate work are observed between the ages of 17 and 71 years. This finding is of considerable importance since most work of an industrial nature falls within the classification of "moderate work".*

Unfortunately, a great deal of research is yet to be done in establishing the stress characteristics of various kinds of work and performance.

A further observation of great significance is that wide individual differences occur in the rate and degree of ageing observed. Thus, in any particular function we may care to choose, we will find some individuals who are in the 70- to 80-year age range with physiological capacities equivalent to those of a 30- to 40-year old.

The existence of such wide individual differences emphasizes the fallacy of requiring retirement in workers at any fixed chronological age. It also brings to focus the importance of research to develop quantitative objective tests to determine the fitness of the individual for continued work. The success in developing personnel selection at the intake side of industry leads us to regard with optimism the prospect of developing similar techniques for selection in retirement.

At the public hearing of the New York State Legislative Committee on Problems of the Ageing held in December 1948, it was pointed out by a number of medical men that variations can, and do exist, between chronological age and physical age. They deplored the fact that so many employers failed to recognize these variations in their hiring policies.

The consensus of the experts who addressed the public hearing in New York could be summed up as follows:—

1. Chronological age is a useless standard for measuring value of workers.
2. However, to eliminate it, it must be replaced by some other standard.
3. Physiological age could be this standard.
4. This, however, is not likely to be universally accepted as a standard until complete physiological histories are available for most work applicants and employees, including top executives.
5. Complete physiological histories could only be obtained by periodic medical examinations over a period up to 20 years, coupled with the complete medical history of the person's close relatives and immediate forebears.
6. The purpose of the study of geriatrics was to understand completely the limitations of the individual at the various stages of his life, so that steps could be taken to prevent further deterioration by medical means or by reassignments to more suitable employment.

From the opinions outlined it would seem impractical and unfair to judge ability to perform specific tasks solely on the basis of chronological age. Approaching the subject in full justice to both employer and employee, it would seem only reasonable to judge each individual's work-performing age by taking into consideration all the factors concerned in his particular case.

Let us examine now the specific points outlined in the previous section:—

### (1) "Prejudice Against the Hiring of Older Workers"

#### (A) *Older Workers' Ability to Learn and Adapt Themselves to New Techniques*

It was the experience of many Canadian employers during World War II, converting to war work, that older workers readily learned new techniques as long as the new work did not break entirely with their past experience.

Here is the experience of the Institute of Psychological Research, Teachers' College, Columbia University, dealing with the training and retraining of several hundred older workers. They found that the intellectual power in and of itself does not change from about 20 to beyond 60.

In some of the so-called intellectual abilities there is a modicum of gain. Teaching Russian to 300, there was no significant difference between the young and old in the amount of Russian learned. They then tried the teaching of skills which would be useful in industry. Some of these skills were mechanical and some were clerical. It was found that there was nothing in terms of the kind of skills that had to be taught that old people could not learn. Moreover, older people have a tremendous capacity for the utilization of experience, of stored knowledge in applications to new problems and new devices. There was an obstacle, however. The problem was to convince the old persons that they were capable of doing it. This obstacle was considered a consequence of widely accepted fallacies.

#### (B) *Does Accident Frequency and the Absenteeism Rate Increase with Age?*

Most employers will agree that work-reliability and low-percentage absenteeism go hand in hand and are most important factors to be considered when hiring help. Frequent absenteeism usually means unreliable workers who can be very costly to a firm.

It is in work-reliability and low-percentage absenteeism that the middle-aged or older worker really proves his worth:—

(i) Claims that accident frequency tends to increase with age are shown to be incorrect by statistics prepared by the Industrial Accident Prevention Association of Ontario. Their studies show that the highest accident-frequency rate occurs for the age group 20 to 24 and the lowest occurs in the age group of 30 to 55. This is reflected in accident insurance premiums which remain almost constant for ages between 20 to 64.



(ii) Accident-frequency and absenteeism figures would seem to prove the older worker a more reliable employee. The following table was produced by a survey made by the Bureau of Labour Statistics in the United States and published in 1948:

Age Group	Absenteeism per 100 work days	Non- disabling Injuries per million work hours
All age groups.....	3.4	980
Under 20 years.....	5.5	1,230
20-24 years.....	4.9	1,500
25-29 years.....	4.3	1,560
30-34 years.....	3.6	1,420
35-39 years.....	3.4	1,240
40-44 years.....	3.5	1,050
45-49 years.....	3.4	990
50-54 years.....	3.3	740
55-59 years.....	2.8	630
60-64 years.....	2.9	560
65-69 years.....	3.3	430
70-74 years.....	3.2	320

From the above, it is seen that the 65 to 74 years' *Absenteeism Rate* is the same as for workers 35 to 54. It is only beaten by the record of workers 55 to 64.

The older workers' *Accident Rate* is better than for any other age-group, with the 70- to 74-year group by far the best of all. The 70 to 74 have 320 disabling injuries per million work-hours as compared to 1,500 disabling accidents per million work-hours for the 20 to 30 years' old group.

### (C) Does Age Bring a Slowdown in Productivity?

In a pre-war survey of the automotive industry in the United States, it was found that in this industry, where wages were largely on a piece-work basis and high speed production was the rule, earnings reached their peak in the age group between 50 and 55 years. In a similar survey of New England textile plants, the Massachusetts Institute of Technology found that earnings were slightly higher for men age 45 to 54 than for either older or younger workers. Another U.S.A. survey by the Works Progress Administration, of brick and stone masons, carpenters and painters working on construction projects in seven cities, showed that the average age of all workers judged excellent, in quantity of work turned out, was 46.6 years.

The U.S. Department of Labour reports that: "Undoubtedly, old age weakens

ability on those jobs requiring energy and speed. But even on such jobs, the decline from age 50 to 75 is slight and varies with the occupation."

A report of the Harvard Fatigue Laboratory stated that, "the assumption of a rapid decline after 40 years of age in the quality and quantity of work is a social myth which, though in some respects not misleading, is in general grossly inconsistent with the evidence."

### (2) What About In-plant Training Programs?

Is the hiring of older workers discouraged because of programs which call for hiring young workers and developing them over the years, in the belief that it is unprofitable to train older workers?

There are so many variables connected with this question that it is difficult to answer without examining each case on its merits. If all the other misconceptions were to be eliminated, this would undoubtedly be resolved in most cases. Where an employer rejects the applicant of 45 for a job requiring training of sufficient length to be an important consideration, he is rejecting him on the basis of 20 years' or more service not being sufficient return for the training expense. The question immediately arises: Can he reasonably expect an average service from all his young entrants to be longer than 20 years? Actually, Employment Service placement officers have found that, when examined, the period of training for many jobs withheld from older workers is so short as to have no real significance in choosing the employee. Further, the older worker contributes less to labour turnover costs than the younger worker.

### (3) What About Health and Retirement Pensions?

Can the older worker be absorbed into these plans without throwing them out of balance?

The use of group insurance costs as an argument against the hiring of the older worker is not as forceful as it might seem when a study of actual rates is made. One large Canadian life insurance company quoted the following rates:—

Group life insurance—age 25—\$6.27 per \$1,000 annually.

Group life insurance—age 40—\$7.85 per \$1,000 annually.

It can be seen that the addition of a percentage of middle-aged or older workers would not add materially to the overall costs.

Pension plans would appear the most logical of the reasons for preferment of younger workers and, of course, employers' prejudices may differ in degree according to the type of pension plan in force.

One type of pension plan in use is the "salary-service" type, where a portion of the final pension is purchased with the contributions of each year and the final pension is a proportion of the average pay over the whole period of contribution. The employee usually contributes a fixed percentage of pay and the employer contributes the balance required. The employer's contribution will vary slightly with the average age of the employees in the plan. For a plan involving five-per-cent contributions by the employee and retirement at 65, the total cost to the employer would be about five per cent for the working period until retirement if all employees commenced at age 25. If all employees entered at 40, the employer's cost would be increased to about seven-and-a-half per cent. However, for all employees to be 40 when they entered the plan would be a most unusual case. It can be readily seen from these figures that a proportion of new workers aged 40 or over, unless constituting an abnormally large percentage of all employees, would have only a minor effect on total pension costs.

Many firms feel that having an employee pension plan is an inducement to their staff to remain with them for the duration of their working life. By hiring older workers, they would eventually have an almost complete staff of older employees which they feel would not be conducive to maximum efficiency. In such cases, the pension plan, while still the indirect cause of this attitude, cannot be classed as the actual reason for discrimination.

The significance of the indirect influence of the pension plan is sometimes reflected in the attitude of smaller employers. A small firm may take a large firm as a model, patterning its policy along the same lines as the larger firm with the idea of obtaining the same degree of efficiency. The policy of the larger firm may be to have an age limit of 40 or 45 in their hiring. The smaller firm decides this must be necessary in the interests of efficiency and makes similar regulations. The smaller employer may never have considered that the cost of the larger firm's particular type

of "pension plan" was the probable reason for the regulation and that, as he has no "pension plan", this reason has no bearing on his own case.

In many cases like this, "pension plans" may be the indirect cause of the failure of many qualified older persons to obtain employment with small firms, perhaps being a greater cause for discrimination than the "pension plan" itself.

#### **(4) What About the Belief by Many Employers that the Public Prefers Younger Workers for Jobs Requiring Public Contacts?**

There is no evidence available to the Department to substantiate this assumption that the public prefers to be served, or sold to, by a young person. On the contrary we can all cite personal experiences to prove that older people are often more poised, and more diplomatic, with a greater understanding of what the sale or service involves.

#### **(5) Do Collective Agreements in Some Instances Tend to Prohibit a Plan of Reduced Remuneration to Advanced-Age Employees for Reduced Production?**

In certain occupations, particularly as it applies to the worker with a very advanced physiological age, this appears to be a problem in need of consideration, by both labour and management. Dr. A. J. Carlson, before the Fifth Annual Congress on Industrial Health, Chicago, January 12, 1943, stated:—

Normal ageing is not like a sudden or acute disease. A man is not worth 100 per cent today and worth nothing tomorrow—if it happens to be his 65th or 70th birthday. People gradually grow old and less efficient, just as they gradually grow up and become more efficient.

That industrial jobs can be provided is exemplified in the "Old Man's Division" in the Dodge plant of the Chrysler Corporation in Detroit, where the ages of the workers average 66, and some of them are over 80.

Dr. Carlson suggested that a wage scale proportionate to performance would allow older workers to "taper off" industrially and to work as long as failing powers permit.

The following general work formula to be used in relation to remuneration was offered:—

(a) The younger worker: physical strength and endurance growing, but not at adult par; skill and experience growing, but not at adult par—less than adult performance and pay.



(b) The adult worker: strength and endurance at maximum; experience and skill near or at maximum—maximum performance and pay.

(c) The older worker: physical strength and endurance receding, experience and skill at par—generally less than adult performance and therefore less pay.

There is in this formula outlined above the suggestion that some form of testing must be devised, and be acceptable to both labour and management.

(6) This, of course, is tied in with the question of *whether or not retirement at 65 is good business in cases where the worker wishes to continue working and is fit to carry on*. If, on the basis of what has been said up to this point, it can be agreed that we cannot continue to afford the loss of highly trained and experienced workers after 65 and at the same time take the word of the geriatrician that a good proportion of these workers being placed on the shelf are still vigorous and highly productive workers, then it appears to be essential that some way be found for relaxation or extension of the arbitrary age limit of 65 which is generally accepted as the date for retirement.

Dr. Carlson's statements reported above have a bearing on this question.

Also, the New York State Joint Legislative Committee on Problems of the Ageing recently included in their findings and recommendations to the Governor and State Legislature the following statement on retirement:—

America approaches a crisis in dealing with retirement. The common policy of requiring retirement at age 65 no longer meets the needs of the country. It discourages men and women from contributing to the productive forces of our nation. It adds to the load of non-producers to be carried by the producers of the economy. It is an obsolete index of a by-gone era when at age 65 men and women had exhausted their vitality. It may be an important factor in premature failing of workers' physical and mental faculties.

Miss Ollie A. Randall, Consultant on Services to Aged, Community Service Society of New York, has stated:—

There is a great deal of talk about this (retirement) on an organized permanent basis. Yet apparently most of this preparation is still aimed at helping the individual accept the fixed or compulsory date of retirement, rather than being aimed at securing the much needed reliable data as to the possibility of giving the individual the right to choose whether he will go on working or accept the plan for retirement.

When we consider all the arguments in favour of employment for workers past 65, it is easy to understand why some consideration is being given to extending actual retirement from the "normal"—65. It is interesting to note that the City of New York sets a maximum retirement age for its employees at 80! Although this is rather exceptional, according to our research, it is an indication of the awareness of the growing need of providing employment for the elderly and at the same time the practicability of such practice. None of us could possibly suggest that New York is a spot where competition and pressure of work would be slowed down to take advantage of slow and non-productive workers.

Others commenting on the problem are:—

#### A. R. Mosher, President, Canadian Congress of Labour:

No one will suggest for one moment that a worker whose faculties are impaired by age or other conditions has a right to employment which he is incapable of performing efficiently. On the other hand, there are in practically every industry a variety of occupations which do not demand the quickness of hand or eye which may be expected of younger workers. During the war, when the demand for the services of everyone who was useful or could be made useful through training were required, it was found that older workers were able to make a highly valuable contribution to the war effort. They were steadier and more dependable; their record with respect to absenteeism was extremely good, and they were able to perform the duties assigned to them in a wholly satisfactory manner.

Admittedly, the work at which older persons were employed had to be carefully chosen; they were not asked to perform highly-skilled work, unless the tests given to them showed that they were capable of doing it. It was clearly demonstrated that older persons had remarkable ability to learn new jobs, and they took a pride and satisfaction in their work because they felt that their ability was being recognized, and utilized in a worthy cause.

It is noteworthy that, while industry and government lay down a fixed retiring age of 65, persons who are self-employed, running a corner grocery, a bookstore, or a cigar-stand, may continue to earn a good livelihood and manage their affairs efficiently even in their eighties. The same observation applies to farmers, who are usually quite capable of operating their farms, from an administrative standpoint, at least, until they reach an advanced age.

It seems to me that a definite change of policy with regard to employment of older persons is essential. I firmly believe that, so long as an older worker has any

contribution to make toward the productive capacity of the nation, he should be permitted to make it. Not only is this important from the standpoint of increased production, which is essential to the improvement of living standards, but it is also important from the standpoint of the older person himself. (*Canadian Unionist*, May and June 1952.)

**Harry Becker, Director of the Social Security Department, United Automobile Workers of America, CIO:**

There is a fourth principle which is important—a flexible retirement age. Workers' security programs should permit workers to retire at the point at which they become superannuated. Workers should not be required to retire at a fixed age. The proper point for retirement differs for each individual and the reasons for retirement likewise vary from individual to individual. Therefore, there should be sufficient flexibility with respect to retirement age to permit each worker to retire on an individually-determined basis. This means that retirement should be permitted throughout the span of years in which workers most frequently become superannuated.

A flexible retirement age is needed because superannuation is only in part related to the individual's chronological age. The onset of disqualification because of old age and infirmity is also a function of the original equipment of the individual, of the effects of environmental factors, and of the appearance of chronic conditions. A worker may become superannuated before 65 as well as after 65. Age 65 has been most often adopted as the retirement age because it has been thought that persons tend to outlive their usefulness on the job at about this age. Age 65 has been generally accepted as the average age for retirement of salaried or office workers.

If it is desirable to permit retirement for sedentary workers at 65 it follows that persons engaged in physical work should be permitted to retire somewhat earlier, if they so desire. There is considerable support for age 60, or even an earlier age, as the point at which retirement may be permitted. For some individuals, however, superannuation may not occur until some years after 65. This variation between individuals as to when superannuation takes place is recognized in labour's thinking about retirement age.

**Dr. Charles A. Pearce, Director, Division of Research and Statistics, New York State Labour Department:**

One alternative to compulsory retirement is the transfer of older workers to jobs more suited to their abilities. Such transfers may require retraining. Another alternative is the provision, with or without wage adjustments, of a less rigid schedule of attendance or hours or of other similar adjustments on the same job. The alternative may simply involve an examination and determination by the employer that the individual can continue to perform the job in the same manner he has for years. In large firms, among which the compulsory retirement system

is more prevalent than in small firms, these individual determinations and adjustments undoubtedly are troublesome and may be costly. Transfer possibilities may be very limited. Employers, moreover, may fear that under a policy of individual consideration, they might be accused by unions and individual employees of favouritism and discrimination. Some unions undoubtedly are concerned about the possibilities of discrimination present in such a policy. This policy of accommodation does exist in many large firms.

**P. C. Wolz, Assistant Superintendent, Industrial Relations, Eastman Kodak Company:**

There has been much said both pro and con regarding retirement at various ages. It has been generally accepted by industry and labour that a retirement plan is conducive to good, overall results. It doesn't seem good or reasonable to require any individual to carry on until the day he is carried out on a shutter. If there is to be any retirement plan there must be, of course, some age stipulated. Whether or not the age is adhered to strictly is a matter which seems to present very little difficulty in administering. The fact of the matter is that there are a great many employees asking for retirement before the age of 65.

It does not appear that there is any great problem as far as retirement is concerned in those industries having retirement plans. The major problem is probably in locating suitable work for those over 60 who happen to be out of employment for some reason or other. The problem here, as is well known, is that many of these people do have various physical limitations that require considerable thought and care in making certain that they are not placed on work detrimental to their own physical condition.

In the Eastman Kodak Company, and particularly at Kodak Park where there is a very large variety of jobs, we have designated a number of less arduous jobs to which we transfer employees who have definite physical limitations. This program permits us to retain the older employees and use them on productive work without the danger of contributing to their disability. Some of these are transferred at their own request and others are designated by the medical department.

There is another very good reason for the retention of employees in the higher age brackets and that is to retain and make the best use of any skill acquired over a long period of years. In following a policy of this sort the industry accomplishes two purposes: first, it makes it possible for the individual to continue to use his own efforts in behalf of his support and, secondly, society as a whole benefits because of his continued contribution to the production of a useful article.

This same principle can be and should be used in the placement of a new employee; however, in both of these instances it is necessary to make absolutely certain that permitting the individual to carry on will not induce any new physical impairment or accentuate an already existing weakness or physical ailment.



In a great many instances industry either retains or employs new people in the higher age brackets with skill and experience and uses them for the purpose of training younger employees. In such instances he is not expected to carry on the arduous parts of the particular task but to spend the major portion of his time and effort in passing on his knowledge and experience.

It is probably the experience of many industries that most people, with very few exceptions, either do not know or do not appreciate their physical limitations and are very apt to attempt to perform tasks that are far beyond their physical ability or endurance. It is human nature for all of us not to want to admit by either word or deed that we are slipping and to prove this a great many people are prone to exhibit their physical prowess or to show off to either their temporary or permanent physical detriment. This is one of the things that continually come to the attention of plant medical departments who are not only confronted with the responsibility of alleviating such injuries but to inaugurate an educational program for supervision of workers in determining the extent of physical effort expended by individual employees.

In spite of the enormous amounts of effort and money spent by industry in establishing and maintaining safety departments to prevent physical injury to employees and medical departments to alleviate the injuries, there will always be the individual who will take a chance. Therefore, the health, safety, and continued useful employment of not only the older employee, but all employees is a combined problem of the employment, safety, and medical departments.

We have no limit on age for the purpose of hiring; it is simply a practical question of whether or not the individual is physically able to perform some task that is available at the time.

## From the book *Never Too Old*, published in 1949 by New York State Joint Legislative Committee on Problems of the Ageing:

The compulsory retirement age fetish which prevails in industry causes untold damage not only to the individual but to his company and sometimes to the world at large.

A most dramatic example of what such a crippling barrier might do were it not for an "escape" device can be seen at General Electric Co. This famous concern employs some of the world's foremost physicists, chemists and engineers. And these scientists stubbornly refuse to suddenly become senile, unproductive or inefficient when they reach their 65th birthday, the age at which pension systems usually decree workers must stop working.

So GE, aware that many of these "over-age" scientists represent such a wealth of intelligence, experience and skill that the company and the world might suffer by putting these men "on the shelf", hires them back on contract—after retirement!

## The Committee of the Public Welfare Division of the Canadian Welfare Council on the Needs of the Aged, stated in 1949:

There is an urgent need for a reconsideration of the work capacities and the work needs of older people. It is obviously wasteful and dangerous in an ageing society to permit workers to be dropped from productive employment between the ages of 45 and 60. This is a matter which requires urgent consideration. For their own sakes, and in the community's own interest, people able to work should be maintained in productive employment as long as they are willing and able to work.

## Section V: Steps Taken by Department of Labour, NES and Department of Veterans Affairs to Widen Employment Horizon for Older Workers

Following a study of the problem early in the post-war period, it was decided by the Department of Labour and the National Employment Service that the problem stemmed largely from a state of mind among employers that persons over 40 were beyond their prime and therefore to employ them was not a wise policy. The facts uncovered showed clearly that to a great extent this attitude was based on false ideas, which were so widespread as to adversely affect the attitude of the older job applicant himself. On coming to these conclusions, it was decided that the first step towards ultimate solution lay in an actual change in the thinking and beliefs of employers generally, in certain instances the older job applicant himself, and re-education of the public as a whole. It has been towards this end that efforts have been directed. However, because this attitude had developed over many years,

it was realized that the results of efforts to change it would make headway slowly.

Since 1946, a campaign has been waged through the facilities of the National Employment Service and branches of the Labour Department. This endeavour has been aided greatly by editors and freelance journalists who have taken up the story to such an extent that almost every newspaper and periodical in Canada, at one time or another, has carried articles on the subject. These articles have endeavoured to explode fallacies and present the facts pertaining to people past middle age.

The following is an outline of the methods used to alleviate the situation:—

1. Publicity has been carried out by means of newspaper releases, articles, radio talks and personal contacts with employers by the National Employment Service placement officers. In the latter half of 1950 and early 1951, a Department of Labour

film was shown to about 60,000 business executives. (The film since has been seen by an estimated 200,000.) The film, entitled "Date of Birth", has been instrumental in actually changing the hiring policies of some firms.

(2) Co-operation with the Department of Veterans Affairs in their campaign for the employment of older veterans is maintained. This co-operation especially applies to the Corps of Commissionaires. Initial recruiting for the Corps, both of jobs and prospective Corps members, is assisted by the National Employment Service and the Department of Labour.

These are some of the steps that have been taken by the National Employment Service of the Unemployment Insurance Commission:—

(1) The middle-aged or mature applicant with a special trade or skill and in reasonably good health is dealt with in the normal manner in the general placements section of the office. In other words, age is not a factor here and the applicant is dealt with under regular procedures.

2. Where age itself is the main difficulty in obtaining employment, such applicants are referred to the special placements unit for a counselling interview. After counselling, in which agreement is reached on possible suitable types of jobs, these applicants are returned to the general placements officer for selection and referral.

(3) Applicants whose age is coupled with a disability are counselled in the special placements unit, given an occupational classification, retained, and, if possible, placed by the special placements officer. These applicants are regarded as needing more individual attention because of what might be regarded as a double employment handicap, age plus disability.

(4) Counselling is on an entirely voluntary basis and no applicant is coerced into accepting the services of a counsellor. Special placements sections or units have been established in all offices in the larger centres; provide the counselling service and, except in those instances where physical disability is coupled with the age factor, the applicant is returned to the general placements side of the office for attention, following the counselling process.

(5) The Federal Department of Labour film dealing with certain aspects of the older worker problem ("Date of Birth") has been used by local offices as a basis for a community campaign and the film has been shown extensively throughout Canada. Showings have been made to service clubs, Boards of Trade, labour groups and others, in addition to which there has been considerable newspaper publicity, apart from radio programs and other promotional efforts on behalf of older workers. It is felt that local campaigns and community effort to stress the more favourable aspects of older workers and to help to break down some of the employer prejudices are essential, if employment prospects for these applicants are to be improved.

(6) Test units have been set up quite recently in two offices (Montreal and Ottawa) and further units may be established elsewhere, depending on circumstances. These units are not specifically for older workers, but rather for any applicant young or old, for whom testing might be useful. This is an innovation, but these units will be used to assess the abilities and aptitudes of applicants referred to the testing technician.

(7) Local employment committees, particularly in the larger centres where the older workers are more numerous, have discussed and given special study to the older worker problem and have helped in various ways to publicize the need for judging older applicants on their merits and not on age alone.

(8) Officials of the Unemployment Insurance Commission have co-operated with the Department of Labour in a campaign of publicity.

(9) In December 1947, a counselling service for applicants for employment over 45 years of age was set up in Toronto by the National Employment Service. This service was opened on an experimental basis in an effort to help the unemployed older workers in the Toronto area to become re-established in satisfactory employment. The success of this experiment was in many respects remarkable and information gained from it has been passed on to other local offices.

Counselling is based on a study of the applicant's background, experience, ability and hobbies. From this study, an attempt is made to assess those qualities which have the greatest chance of being useful in the world of industry and commerce. Sometimes, counselling has led to an applicant discovering he had marketable ability or skill of which he was previously unaware. This discovery usually results in a renewal of self-confidence and determination which has often helped the applicant to such an extent that he has gone out and found himself a job. The very fact that there exists a service designed especially to aid the older person who is unemployed, is in itself a morale builder.

Generally speaking, there has been no attempt to over-emphasize the importance of older persons to the detriment of other groups; but officers have been encouraged to treat these people as individuals with abilities which employers in the majority of instances can still use and to stress that fitness for employment does not depend so much on calendar age but on the ability of the applicant to do a reasonable day's work.

In its first year of operation, the Toronto experimental Counselling Service interviewed 1,138 persons, who had been unemployed for periods ranging from two weeks to two years. Of the total, 630 secured employment after counselling, of whom 426 found jobs through their own efforts. Of those finding jobs, 266 were in the 45 to 59 age group and 299 were over sixty years of age.



In this experiment, these men or women were interviewed as often and for as long a time as was necessary to learn their background—their experience, education, hobbies and interests. If necessary, a report on their health was secured from their doctor. They were encouraged to think of new employment possibilities for themselves and they and the counsellor together drew up a list of jobs in which they had a good chance of success.

In a surprising number of cases, the discovery of these possibilities was enough to stimulate the man to find a position for himself. In the other cases, since the Counselling Unit did not make placements, the man was referred to the Local National Employment Service Office. Here a liaison officer put him in touch with job openings specially selected from the employment files as being suitable for his age group.

Only six persons were found to be unemployable. All the others were discovered to be suitable for at least one occupation, and in most cases for more than one—183 were recommended for two jobs, 372 for three, and 338 for four, while two persons were found to have opportunities in eight types of employment. Here are two examples:—

A.B.—(55 years of age). Was an electrical engineer. He was very slight and frail. His physician stated that his health was average in spite of his appearance. After counselling, A.B. expressed the desire to teach in a university. He was advised to send a telegram to three selected universities

stating that he was forwarding, that day, his credentials and records. He requested immediate consideration. Two offers of employment resulted.

He accepted one of these, an associate professorship in electrical engineering.

C.D.—(69 years of age). Was a strong and robust man. He had spent 38 years with a large national firm rising from office boy to office manager. Reported to have improved almost every business system with which he was associated. He had been unemployed one year. Our counsellor suggested that he might become a "resurrector of failing businesses". He obtained a job immediately with a small firm engaged in the rapid building of houses. Because of his energy and business experience he vitalized this business. In one month he was appointed a Director of the firm, and four months later became Vice-President!

On May 21, 1949, the officer in charge of the Counselling Service reported on the degree of continuity of employment of those older workers who obtained work after counselling. Here is part of his reply:—

In keeping with your instructions we have contacted 135 persons (slightly more than 20 per cent) previously reported as having found employment after counselling. In order to be more than fair, we have chosen as our sample the first persons counselled (16 to 18 months ago) reported as being employed. Many of these individuals might reasonably be expected to have changed or lost their jobs in the long intervening period unless they continued to function satisfactorily in them. We are delighted at the large number still employed (90 per cent) and the great number working at the counselled jobs.

## Section VI: Further Steps Which Might be Taken

Solutions to the problem of utilization of the older worker potential are all ultimately concerned with:—

(a) Retaining older persons in employment for as long as they are willing and are fit for their normal work or for such alternative work as can be provided.

(b) Removing the obstacles to the recruitment into employment of older persons who are able and willing to do the jobs available.

*Here are steps which might be taken:*

(1) A statement of national necessity and policy—On the basis of information already known and corroborated both in Canada and abroad by scientists, employers, and placement authorities, it is now possible to draw up a statement of national policy in such form as to be a general guide for all concerned with the subject—individual workers, individual employers, management associations, labour organizations, educationalists, etc.

The value of such a "statement" is not easily assessed, but the possibility arising out of focusing the attention of the leaders of government, industry, labour, educationalists and the general public on the broad issues inherent in the problem, and the ultimate trends of thought and action resulting, should not be underestimated.

An example of the above principle is a memorandum prepared by the U.K. Ministry of Labour and National Service which was endorsed by the National Joint Advisory Council, representing the British Employers Confederation, The Trades Union Congress and the Nationalized Industries. The memorandum may be summed up under two heads: (a) older persons should be retained in employment for as long as they want to continue, provided they are fit for their normal work or for any alternative work which can be provided for them; and (b) there should be no impediment to the recruitment into employment of older persons who are both

able and willing to carry out the jobs available. The memorandum states that "it does not mean that there is any intention of interfering with the present rights of employers or workers; retention of workers beyond what is regarded as normal retiring age should continue to be on a basis of voluntary contract between employer and employee. It does mean that (1) schemes and agreements providing for compulsory retirement at fixed ages should be reviewed and revised; (2) pensions arrangements which require retirement at fixed ages should be reviewed and revised; (3) any practices, agreements or special arrangements which make it difficult or impossible for older persons to be engaged should be reviewed and revised; (4) special working arrangements, hours and conditions of employment should be introduced, where necessary and practicable, to suit the special needs of elderly persons and to enable them to continue longer before retirement; (5) the desirability and practicability of segregating blocks of work for older persons should be investigated; (6) each industry and each individual firm should ensure that its personnel policy and practices are in line with national needs on this matter, and that the policy is understood and applied in practice by those responsible for engaging and retiring workers and staff.

(2) Necessary action which might be assisted by additional endorsement by the leading national management associations and labour congresses to bring about national recognition of the need for:

(a) employers to review their hiring policies and retirement policies to decide whether these policies are realistic in view of present and future labour requirements, both nationally and within industries.

(b) relaxation of retirement regulations to allow employees to continue in their jobs as long as they desire and are fit to carry on.\*

(c) widespread adaptation of jobs to the maturing population thereby opening up new fields of employment for the older worker.†

\*The Joint Committee of the Senate & House of Commons on Old Age Security—"The Committee believes that increasing emphasis should be placed on efforts to remove from people's minds the idea that there is any set or accepted age for retirement. Each individual in the nation's population should be encouraged to continue as long as possible in gainful employment."

†An analogy to this is the modern trend which sees the breaking down of a highly skilled job into several jobs requiring limited training.

(d) employers to consider where necessary the periodic reassignment of workers permitting the retention of older workers' productivity without danger of contributing to their disability. (In the manner of the Eastman Kodak program.)

(e) the development of community leadership in such matters as 40-plus Clubs, and special arrangements for employment of the older worker, such as can be accomplished by community councils. The community council can do much by capturing the interest of service clubs and other employer and employee organizations.

(f) employers to examine their pension plans to see whether the cost of hiring a percentage of workers in the older age group would materially affect the cost of the plan and whether such cost would not be offset by the services of the workers involved by such features as continuity of employment, lower absenteeism, etc.

(g) surveys by employers to ensure that the jobs not requiring special skills or manual strength are not being held down by younger workers capable of more productive work.

(3) Further research to provide authoritative and practical assistance to the solution of certain questions arising out of other recommendations. For example, the existence of such wide individual differences in ageing emphasize the fallacy of using chronological age for hiring or retiring, and brings up the importance of research to develop quantitative objective tests to determine the fitness of the individual for work or continued work. Successful programs in this and in other matters related to the problem carried out by Canadian firms should be examined and the information made available to all. Also there is need for investigations defining precisely the kinds of jobs most suited to the ageing, etc.

(4) Exploration of the desirability and manner in which geriatric projects could be more extensively developed and made use of in practical ways.

(5) Extension of counselling services provided by the National Employment Service.

(6) Recommendation that the National Advisory Council for the Rehabilitation of the Disabled should give full consideration to the special problem of the older worker disabled by age.

(7) Further extension of the educational and publicity campaign related to current conditions, and any recommendations forthcoming from this examination.

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# Unemployment among Older Workers

Survey conducted in Belgium revealed that 42 per cent of unemployed men and 19 per cent of unemployed women were over 50 years of age. Unemployment among persons in that age group was found to be growing

Forty-two per cent of the totally-unemployed men in Belgium are past 50 years of age and 19 per cent of the totally-unemployed women are in the same age group, it is reported in an article on unemployment among older workers in that country in the December 1 issue of *Industry and Labour*, published by the ILO.

The results of a census taken in November 1951, of totally-unemployed workers receiving assistance from the National Employment and Unemployment Office reveal the existence of relatively heavy and growing unemployment among older workers. Neither the temporary improvement of 1950 nor the labour shortage in certain trades has produced any improvement.

According to this census, the average duration of unemployment for workers between the ages of 50 and 60 years is more than one year. It is as much as 21 months for unemployed men of 60 years and over.

In an attempt to assess the extent of discrimination against older workers at the time when vacancies are filled, an examination was made of the listed vacancies for one day at the regional office in Brussels. It was found that 80 per cent of the vacancies called for workers under 40 years of age. In some cases the age limits were fixed at 35, 30 and 25 years.

Among the 11 workers who were required to be no older than 40 were a lorry-driver, a fitter, an electrician and a cabinet-maker, as if, the writer of the article points out, applicants over 40 could not be expected to give satisfactory service in these occupations.

No age limit was specified for occupations requiring special skills, such as milling-machine operator, fitter, mechanic, joiner and house-painter. Vacancies for women listed on the same day bore age limits varying from 22 to 35 years. In one case a vacancy for a laundress required a woman under 45 years.

A further inquiry conducted by the National Office among 12 Belgian industries to ascertain the causes of the discriminatory attitude which employers often adopt revealed no definite trends because of the wide range of answers received. However, it was found that, generally speaking, industries employing a large

number of skilled workers employ a relatively higher percentage of older workers than the others.

Older workers, the survey showed, are considered unsuitable where heavy work or shift work has to be done. On the other hand, older workers are taken on if they are skilled or possess special abilities. There are distinct differences on these points according to whether men or women are concerned.

Factors telling against older workers included the labour surplus in some areas where employers have ample choice in selecting the workers they need, the lack of mobility of older workers and the general rise in the average age of the population which overcrowds the labour market with workers whose average age tends to rise year by year.

Mechanization of operations does not always seem to result in an increase in the opportunities of employment for older workers, it was found. In many cases the latter have difficulty in adopting themselves to new methods and machines. Similarly, mechanization not only cuts down physical work but also abolishes a number of hand operations requiring a highly skilled labour force. This is particularly so in the linen industry. Employers prefer to recruit girls between the ages of 14 and 16 years who can learn the new mechanized methods of work quickly.

Those features of old age which lead to a lessening in the capacity for muscular work and in the alertness of the senses were considered by managers to be major handicaps. Consequently, the industries in which older workers find jobs are those in which skilled labour is essential but also in short supply among the younger age groups.

The older office worker in Belgium has the most difficulty finding a job, even though this occupation calls for experience due to age. This is because of the overcrowded conditions of the labour market and the contention of employers that the older office worker finds it difficult to adapt himself to new methods of work and that his output is generally lower than that of his younger colleagues. The age limit for most types of office work in Belgium is 35 years.

# Wage-Rate Changes in Collective Agreements, First 9 Months, 1952

Almost 97 per cent of 879 collective agreements that became effective during first nine months of 1952 granted increases. Of the 320,000 workers covered, 92 per cent received raises. Thirty-two per cent of them gained raises of from 10 to 15 cents; 27 per cent received more

Wage-rate increases were provided by almost 97 per cent of 879 collective agreements that became effective during the first nine months of 1952 and that were forwarded to the Economics and Research Branch of the Department of Labour. The agreements covered 320,000 workers, 92 per cent of whom received increases. For the remaining eight per cent, wages were unchanged, with the exception of a small group of workers covered by an agreement in which wages were reduced by approximately eight cents an hour.

A breakdown of the increases by five-cent intervals (Table 1) shows that the most frequent increase was in the range of 10 to 15 cents an hour.\* Slightly more than 30 per cent of the agreements covering a like proportion of the workers provided increases within this range.

An additional 42 per cent of the agreements provided increases in the categories above 10 to 15 cents but these agreements applied to only 27 per cent of the workers

in the survey. About a third of the workers received increases of less than 10 cents.

Reductions in hours of work were called for in 105 of the agreements which provided wage increases. Employees whose hours were reduced numbered 24,270. Under two agreements covering relatively small bargaining units of workers, working hours were increased. Where working hours were reduced, wage changes tended to be greater than the average for all agreements so that take-home pay was maintained and, at the same time, a wage increase provided.

The 879 collective agreements on which the information in this study is based do not represent all agreements received in the Department or negotiated during the period. A further 220 contracts covering 17,111 workers were received and examined but, since these were either entirely new agreements or provided changed wage structures difficult to compare with previous wage scales, they were excluded from the statistical analysis. In addition, a considerable number of agreements, particularly among those negotiated during the later months of the period under review, had not yet been received in the Department.

**TABLE 1.—WAGE CHANGES UNDER COLLECTIVE AGREEMENTS, FIRST NINE MONTHS OF 1952**

**Distribution of Agreements and Workers Covered by Category of Increase\*1**

Amount of Increase per Hour	Agreements		Workers Covered	
	Number	Per cent	Number	Per cent
No change**.....	28	3.1	25,541	8.0
0 - 4.0 cents.....	51	5.8	36,085	11.3
5 - 9.9 cents.....	154	17.5	71,370	22.3
10 - 14.9 cents.....	273	31.1	101,784	31.8
15 - 19.9 cents.....	217	24.7	51,745	16.2
20 - 24.9 cents.....	98	11.2	18,972	5.9
25 cents and over.....	58	6.6	14,192	4.5
Totals.....	879	100.0	319,689	100.0

\*Deferred increases becoming effective during period not included.

\*\*Includes one agreement covering six workers which resulted in a wage rate decrease of approximately 9 cents.



In two respects, the increases shown do not represent the total adjustments to wage rates. In the first place, a number of the agreements provided for deferred wage increases in addition to an increase at the time of signing. Of the 879 contracts analysed, 66 covering 47,000 workers made provision for additional increases at specified times during the life of the contract; in 34 of these, affecting 31,000 employees, such increases actually came into effect during the period under review. Account has not been taken of these deferred increases in Tables 1 to 4 but they are shown separately in Table 5.

A second type of wage adjustment not shown in the tables is that provided under cost-of-living "escalator" plans. About 15 per cent of the total agreements examined contained escalator clauses. These applied to almost one-quarter of the employees covered by all the contracts. Such workers may have received wage increases or

decreases at different times during the period under review in accordance with fluctuations in the cost-of-living index. Periodic fluctuations in cost-of-living bonuses are not measured in this study, which deals only with changes in basic wage rates as set forth at the renewal of collective agreements.

In each of the first three quarters of the year, a wage advance of between 10 and 15 cents an hour was most frequent (Table 2). There are, however, some differences between quarters. During the third quarter, agreements providing wage increases of 15 cents or more were much less frequent than during the earlier part of the year. In terms of workers covered, an even more pronounced decline occurred in the proportion receiving increases of 15 cents or more. This suggests that there was a downward trend in the amounts of wage increases during the later months of the

**TABLE 2.—WAGE CHANGES UNDER COLLECTIVE AGREEMENTS**

**First Three Quarters of 1952\***

Amount of Increase per Hour	First Quarter		Second Quarter		Third Quarter		Totals	
	Contracts	Workers Covered	Contracts	Workers Covered	Contracts	Workers Covered	Contracts	Workers Covered
No change.....	17**	6,968	8	2,485	3	16,088	28	25,541
0 - 4.9 cents.....	27	15,723	19	19,440	5	922	51	36,085
5 - 9.9 cents.....	74	16,049	60	45,526	20	9,795	154	71,370
10 - 14.9 cents.....	116	25,906	114	60,334	43	15,544	273	101,784
15 - 19.9 cents.....	99	17,333	104	31,759	14	2,653	217	51,745
20 - 24.9 cents.....	55	13,380	33	3,705	10	1,887	98	18,972
25 cents and over.....	32	11,014	22	2,417	4	761	58	14,192
Totals.....	420	106,373	360	165,666	99	47,650	879	319,689

\*Deferred increases becoming effective during period not included.

\*\*Includes one agreement covering six workers which resulted in a wage rate decrease of approximately 8 cents.

**TABLE 3.—WAGE CHANGES UNDER COLLECTIVE AGREEMENTS**

**First 9 Months of 1951 and 1952\***

(Omits agreements not providing an increase)

Year	Amount of Increase per Hour	Agreements		Employees	
		No.	%	No.	%
1951	Less than 10 cents.....	459	31	136,343	31
	10 - 14.9 cents.....	516	34	142,895	33
	15 cents and over.....	528	35	154,617	36
		1,503	100	433,855	100
1952	Less than 10 cents.....	205	24	107,455	36
	10 - 14.9 cents.....	273	32	101,784	35
	15 cents and over.....	373	44	84,909	29
		851	100	294,148	100

\*Deferred increases becoming effective during period not included.

**TABLE 4.—WAGE CHANGES UNDER COLLECTIVE AGREEMENTS**

**By Industrial Groups**

First 9 Months of 1952\*

Amount of Increase Per Hour	Manufacturing		Construction		Transportation and Communication		All Others		Totals	
	Contracts	Workers Covered	Contracts	Workers Covered	Contracts	Workers Covered	Contracts	Workers Covered	Contracts	Workers Covered
No Change.....	13	6,571	2	137	5	343	8	18,490	28	25,541
0-4.9 cents.....	32	28,397	1	70	2	32	16	9,586	53	26,085
5-9.9 cents.....	81	38,508	2	330	22	11,735	49	20,797	154	71,370
10-14.9 cents.....	114	31,207	35	10,993	63	40,940	61	18,644	273	101,784
15-19.9 cents.....	66	6,567	49	14,871	51	18,592	51	11,715	217	51,745
20-24.9 cents.....	35	7,842	23	4,161	15	2,253	25	4,716	98	18,072
25 cents and over.....	14	1,887	15	2,364	8	1,542	21	8,399	58	14,192
Totals.....	365	118,979	127	32,926	166	75,437	231	92,347	879	319,689

\* Deferred increases becoming effective during period not included.

\*\* Includes one agreement covering six workers which resulted in a wage rate decrease of approximately 8 cents.

**TABLE 5.—DEFERRED WAGE RATE INCREASES**

Deferred Wage Rate Increases Coming into Effect During the First Nine Months of 1952 in Collective Agreements Received in the Department of Labour and Becoming Effective During the Same Period

Amount of Increase Per Hour	Manufacturing		Construction		Transportation and Communication		All Others		Totals	
	Contracts	Workers Covered	Contracts	Workers Covered	Contracts	Workers Covered	Contracts	Workers Covered	Contracts	Workers Covered
0-4.9 cents.....	10	18,080	2	315	.....	.....	2	168	14	18,563
5-9.9 cents.....	3	1,643	3	720	1	485	4	8,710	11	11,588
10-14.9 cents.....	1	22	1	135	2	18	2	151	6	326
15-19.9 cents.....	.....	.....	1	28	.....	.....	.....	.....	1	28
20-24.9 cents.....	.....	.....	1	30	.....	.....	.....	.....	1	30
25 cents and over.....	.....	.....	1	140	.....	.....	.....	.....	1	140
Totals.....	14	19,745	9	1,368	3	503	8	9,029	34	30,645



period. However, it should be borne in mind that the data are incomplete for the second and, more especially, the third quarters, and that a very few contracts, applying to large bargaining units of workers in which comparatively small wage settlements were obtained, tended to exert a strong downward influence in terms of workers covered during the later months.

Wage-rate increases bargained during the first three quarters of 1952 showed a similar trend to those bargained during the first three quarters of 1951 (Table 3). It will be noted, however, that, of the agreements received in the Department, a greater proportion provided increases of 15 cents and over in 1952 than in 1951. On the other hand, a smaller proportion of the workers covered received these larger increases in 1952 than in the previous year. Comparisons between the two years, however, should be made with caution in view of the incomplete nature of the data.

A breakdown of the 1952 figures by industrial groups (Table 4) shows considerable variation in the wage changes in

these groups. It will be noted that increases tended to be higher in the construction, transportation and communication industries than in the manufacturing industries. In construction, increases in the 15-20-cent range were the most frequent, both in terms of numbers of agreements and numbers of workers covered.

On the other hand (See Table 5), most of the workers who received deferred wage increases were in manufacturing. Therefore, taking into account total raises during the nine months would improve the position of manufacturing relative to the other industries. Because the wage information used in this study was compiled by 5-cent ranges rather than by exact amounts, it has not been possible to combine the deferred-rate changes with the original increases in these agreements to get exact total increases during the period. Obviously, the addition of these deferred wage raises would tend to increase somewhat the proportions of contracts and workers to which the higher ranges apply while reducing the proportions in lower ranges.

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## Collective Agreements in the Canadian Manufacturing Industries

Department of Labour surveys 564 labour-management agreements all in effect in 1952, for frequency of appearance of certain items and the methods used to deal with certain subjects, such as union membership, check-off of union dues, length of work week, overtime and holidays

Variations in the contents and form of labour-management agreements are great, since such agreements reflect the results of bargaining carried on under widely differing circumstances. An analysis of the main characteristics of collective agreements, as shown in a sample of 564 of the more than 3,000 contracts in Canadian manufacturing industries at present on file, has been made by the Economics and Research Branch of the Department of Labour.\*

\*For more detailed analyses of certain subjects commonly included in collective agreements, see "Cost-of-Living Escalator Clauses", L.G., Dec. 1951, p. 1633; "Arbitration Provisions", L.G., March 1952, p. 289; "Termination Dates", L.G., April 1952, p. 442; and "Grievance Procedures", L.G., May 1952, p. 601.

The agreements examined, which were all in effect in 1952, were selected from all sections of the manufacturing industries. In selecting the sample, consideration was given to contracts signed by the various unions active in each industry; to geographical representation; and to the size of bargaining units. A distribution of the agreements analysed is shown by industry in Table I, by region in Table II, and by size of the bargaining unit in Table III.

Some of the agreements included in the survey are lengthy and complex; others are short and deal with only a few items; still others contain only statements of general policy. The omission of some items from an agreement does not necessarily mean, however, that the items do not apply to the workers covered. They may be in

**Table I.—AGREEMENTS AND NUMBER  
OF WORKERS COVERED BY  
INDUSTRY**

	Number of Agreements	Number of Workers Covered
Foods and beverages.....	60	27,900
Tobacco and tobacco products.....	5	3,400
Rubber products.....	13	10,200
Leather products.....	20	2,900
Textile products.....	46	29,700
Clothing.....	44	33,300
Wood products.....	33	25,400
Paper products.....	45	24,400
Printing and publishing.....	26	6,600
Iron and steel products.....	102	60,900
Transportation equipment.....	74	53,300
Non-ferrous metal products... ..	21	20,900
Electrical apparatus & supplies.....	30	28,700
Non-metallic mineral products.....	17	4,700
Products of petroleum & coal..	6	3,200
Chemical products.....	16	6,100
Miscellaneous manufacturing..	6	1,500
	564	343,100

effect as a result of legislative requirements, individual company policy, or generally accepted practices in the plant.

The frequency with which different items are found in the agreements is shown in Table IV. Some items, such as rest periods or apprenticeship plans, are found infrequently; others, such as wages, seniority, grievance procedures, hours of work and union security, are, as can be expected, regularly included.

The survey shows considerable uniformity in the manner of dealing with certain subjects. For example, the great majority of the clauses dealing with duration indicate that the agreement is to be in effect for a one-year period. Similarly, most agreements are renewed automatically for another year unless notice is given, either by labour or by management, of a desire to negotiate contract changes. Only in bargaining units of a thousand or more employees are agreements of more than one year's duration common.

For most of the workers in the sample, there is no provision in their agreements requiring **union membership** as a condition of employment. On the other hand, the largest number of workers under contracts which do have something to say on the subject are required only to keep up their membership, once having joined the union, on penalty of loss of employment, under a **maintenance of membership** clause.

It is the exceptional case where the worker is required to be a union member before he is hired, i.e., the closed shop. Although such a requirement appears in

about one contract in eight, these contracts cover small groups of workers. But, when working on a good many jobs covered by **union shop** clauses in the contracts examined, the employee would need to join the union soon after securing employment. According to Table IV, five out of every ten workers under those agreements which deal with union membership would be in the first and most common position of maintenance of membership; four would be required to join the union shortly after securing employment under the terms of union shop or modified union shop agreements; and the remaining worker would have had to be a union member before he was taken into the closed shop, or at least as a union member he would receive preference in hiring.

Any workers wishing to join the union would be readily accepted according to a clause appearing in many of the contracts examined. This clause states that the union will accept employees into membership without **discrimination** of any kind. Most of the other contracts contain clauses designed to encourage union membership or facilitate the business of the union, which appear to pre-suppose the readiness of unions to accept new workers into membership.

The only item commonly found in the contracts examined which affects the workers' actual conditions of membership deals with the **check-off** of union dues. Eight workers out of every ten can have their union dues deducted from their pay and transferred to the union by their employers. For three of these eight workers, the plan is compulsory; but the majority, under a **voluntary check-off** clause, make their own decision on this matter.

Of the agreements examined which deal with the **work week**, a five-day week is the most common arrangement, affecting about half the workers covered by all agreements examined. One in every ten of the contracts makes no reference to the hours of work and an additional one in ten indicates hours which vary in different parts of the plant or according to the seasons of the year.

Variations in the number of hours worked appear to be related, in part at least, to the size of the bargaining unit.\* Although a 40-hour week is common for the workers under the agreements, there is a tendency towards longer hours in bargaining units of

\*See also "Normal Work Week Analysed by Size of Establishment", L.G., Jan. 1953, p. 40.



**Table II.—GEOGRAPHICAL DISTRIBUTION OF AGREEMENTS AND WORKERS COVERED BY THEM**

	Agreements		Workers	
	Number	Per Cent	Number	Per Cent
Maritimes .....	38	7	15,500	5
Ontario .....	243	43	157,600	45
Quebec .....	151	26	101,400	30
Prairies .....	54	9	10,300	4
British Columbia .....	70	13	38,200	10
More than one province.....	8	2	20,100	6
	564	100	343,100	100

fewer than 1,000 employees as compared with those of larger size. Over two-thirds of the contracts affecting workers in groups of fewer than 1,000 indicate a longer work week, whereas close to half the contracts in the larger units provide for a 40-hour week. However, an interesting exception to the tendency towards longer hours in smaller bargaining units occurs in the case of very small groups of fewer than 100 workers, where more than one-third of the contracts provide a 40-hour week.

A worker employed **overtime** beyond his regular hours is usually paid at the rate of time and one-half. Only one worker out of every five under the contracts examined is treated otherwise, and he is most likely to be paid at the rate of time and a quarter. A negligible proportion of the contracts fail to provide for an overtime premium.

Although the rate of overtime payment is thus fairly uniform among the contracts examined, there is a basic difference in the possible methods of its computation. About half the contracts provide that overtime premium rates are payable for all hours worked beyond the daily schedule. The remainder provide for payment of overtime after weekly hours. In the latter case, however, calculation of overtime is usually permitted on a daily basis, if it benefits the employee. Fewer than 10 per cent of the agreements adhered strictly to the weekly criteria. Where mentioned in the contracts (in cases where the plant is on a five-day week), work on Saturday is also paid for at increased rates, usually time and a half. Sunday work, however, is more frequently the subject of contract clauses and payments are almost equally divided between double time and time and a half.

In addition to hours of work, most agreements examined have something to say on leisure time. This takes the form of clauses on **statutory holidays** and **vacations** with pay. Almost all the workers under

the agreements examined received five or more statutory holidays in the year. In addition, in over 85 per cent of the cases, all or some of these holidays were paid for at the regular rates of pay. The employee called to work on a paid statutory holiday will most often be paid double time or double time and one-half. Annual vacations with pay vary from one to three weeks, depending on the length of service.

Almost all the agreements examined set forth the role **seniority** is to play in determining who is to receive available jobs. For 90 per cent of the workers, their position on a list of employees arranged according to length of service influences the likelihood of their being laid off, re-hired or promoted. The extent to which a worker's accumulated seniority may be balanced against his skill and ability is the subject of considerable variation, both in the wording of contract clauses and in their interpretation.\* This is one of the more important problems in contract administration and frequently gives rise to the use of grievance procedures.

Practically all the agreements include grievance procedures. (See *LABOUR GAZETTE*, May 1952, p. 601.)

Seniority provisions vary also in terms of the units included. Some include all the workers in a company; others are department- or plant-wide. The most popular plan, in terms of workers covered, combines plant and departmental seniority. Some seniority lists also separate the men and the women at the plant.

Wage provisions are common to most of the agreements examined and 90 per

\*An article on seniority clauses in collective agreements is in process of preparation and will appear in a forthcoming issue of the *LABOUR GAZETTE*.

**Table III.—DISTRIBUTION OF AGREEMENTS BY SIZE OF BARGAINING UNIT COVERED**

	Agreements		Workers	
	Number	Per Cent	Number	Per Cent
Under 100 .....	162	29	8,300	3
100 and under 300.....	153	27	28,400	8
300 and under 500.....	92	16	33,800	10
500 and under 1000.....	77	14	53,100	16
1000 and under 2500.....	53	9	75,800	21
2500 and under 5000.....	15	3	53,200	15
5000 and over.....	12	2	90,500	27
	564	100	343,100	100

cent of them list the actual wage rates. These provisions take various forms, including any indication of a general wage change and a statement of the minimum wage. In Table IV, the only such clauses included are those indicating wage adjustments during the life of the agreements. Such clauses are included in only about one-quarter of the agreements but these are agreements for large bargaining units and cover almost half the workers in the sample. Formal plans linking wages to the cost of living or some other factor are the

most popular feature, although almost as numerous are re-opening clauses which permit bargaining at some future date.

Many other types of clauses are included in the Canadian manufacturing agreements. Three per cent of the contracts have monthly or weekly wage guarantees; five per cent outline a bonus plan; 30 per cent have an apprenticeship plan. Many other types of clauses which appear in varying numbers of the agreements could be cited. The incidence of many such clauses is shown in Table IV.

**Table IV.—PROVISIONS OF AGREEMENTS IN CANADIAN MANUFACTURING INDUSTRY, 1952**

(564 agreements, covering 343,100 workers)

Provisions	Agreements		Workers Covered	
	Number	Percent of Total	Number	Percent of Total
<i>Length of period agreements are to be in force:</i>				
Less than 1 year.....	28	5	26,200	8
1 Year.....	433	77	196,100	57
More than 1 but less than 2 years.....	25	4	39,400	12
2 years.....	52	9	56,100	16
More than 2 years.....	21	4	24,200	7
Indefinite.....	5	1	1,100	.....
<i>Provisions for renewal of agreements:</i>				
Year to year, subject to notice by either party.....	414	73	258,000	75
To remain in effect for a specified period if no notice of changes given by either party.....	36	7	29,400	9
Indefinite but subject to notice by either party.....	47	8	15,300	4
Other.....	32	6	24,100	7
No provision.....	35	6	16,300	5
<i>Employer units signing agreements:</i>				
One employer for one establishment.....	444	78	191,800	55
One employer, but agreement covers more than one establishment.....	48	9	85,000	25
General employers signing the same agreement, but all signing independently.....	40	7	33,100	10
Associations of employers.....	31	6	32,900	10
Associations of employers together with some independent employers.....	1	.....	400	.....
<i>Employees covered by agreements:</i>				
All employees.....	27	5	13,900	4
All employees except supervisory or office staff.....	401	72	275,300	80
All employees except craft units.....	2	.....	700	.....
Specific craft or occupation.....	41	7	5,000	2
Office employees only.....	12	2	3,100	1
Division of establishment.....	17	3	3,000	1
Other.....	41	7	29,600	9
No provision.....	23	4	12,600	3



**Table IV.—PROVISIONS OF AGREEMENTS IN CANADIAN MANUFACTURING INDUSTRY, 1952—Continued**

Provisions	Agreements		Workers Covered	
	Number	Percent of Total	Number	Percent of Total
<i>Union security:</i>				
Closed shop.....	69	12	29,600	8
Union shop:				
combined with preferential hiring.....	17	3	11,400	3
for all eligible employees.....	55	10	18,100	5
for new employees.....	7	1	1,700	
for new employees combined with maintenance of membership.....	60	11	29,300	8
for new employees combined with maintenance of membership and preferential hiring.....	8	1	6,900	2
Maintenance of membership:				
without other provision.....	67	12	53,700	16
*combined with union shop for new employees.....	60	11	29,300	8
combined with preferential hiring.....	17	3	6,600	1
*combined with union shop for new employees and preferential hiring.....	8	1	6,900	2
Preferential Hiring only.....	7	1	1,000	3
Union recognition only.....	241	43	176,800	51
Union mentioned only.....	10	2	5,400	2
Union not mentioned in body of agreement.....	6	1	2,600	1
<i>Union status—special privileges in establishment:</i>				
Union officials to have access to premises of employer:				
access only.....	47	8	15,600	5
access and employer to encourage employees in joining union.....	3		1,600	
access and use of bulletin boards.....	33	6	17,400	5
Employer to encourage union membership.....	7	1	6,600	2
Employer to encourage union membership, and union to have use of bulletin boards.....	11	2	7,600	2
Union membership to be open to all workers.....	7	1	6,100	2
Use of bulletin boards only.....	255	45	167,300	49
Use of union label or shop card.....	2	2	1,200	
Other.....	48	9	64,200	19
No provision.....	144	26	55,500	16
<i>Check-off:</i>				
Voluntary but irrevocable.....	124	22	77,400	22
Voluntary and revocable.....	89	16	59,300	17
Voluntary, but not stated whether revocable or irrevocable.....	61	11	33,100	10
Voluntary for old employees but compulsory for employees hired after signing of agreement.....	11	2	30,700	9
Compulsory for union members.....	11	2	6,800	2
†Rand Formula.....	12	2	16,600	5
**Modified Rand Formula.....	48	8	38,100	11
Compulsory for all employees combined with closed or union shop.....	30	5	14,000	4
Other.....	21	4	12,600	4
No provision.....	167	28	54,500	16
<i>Daily hours:</i>				
Less than 8 hours.....	16	3	3,000	1
8 hours.....	276	49	198,700	58
More than 8 but less than 9 hours.....	37	7	15,300	5
9 hours.....	94	16	42,100	12
More than 9 but less than 10 hours.....	8	1	1,600	
10 hours and over.....	12	2	4,400	1
Other, including variations in hours for different jobs or departments, or with seasons, or no information.....	121	22	78,000	23
<i>Weekly hours:</i>				
Less than 40 hours.....	13	2	2,900	1
40 hours.....	167	30	151,500	44
More than 40 but less than 44 hours.....	32	6	14,000	4
44.....	53	9	27,700	8
45.....	85	15	31,600	9
More than 45 but less than 48 hours.....	5	1	1,400	
48.....	75	13	40,100	12
More than 48.....	26	5	9,300	3
Other, including variations in hours for different jobs or departments, or with seasons, or no information.....	108	19	64,600	19
<i>Working days within the week:</i>				
5-day week.....	310	55	213,800	62
5½-day week.....	76	14	28,000	8
6-day week.....	58	10	35,700	11
Other, including variations in working days for different jobs or departments, or with seasons, or no information.....	120	21	65,600	19
<i>Paid meal periods for shift workers:</i>				
20 minutes.....	14	2	28,900	9
30 minutes.....	26	5	4,300	1
Other duration.....	10	2	14,900	4
No provision.....	514	91	295,000	86

\* Also counted under union shop.

† Compulsory check-off for all workers, whether union members or not, with penalties for violation of no-strike clause and certain other conditions.

\*\* As above, with penalty clause or some other condition omitted.

Table IV.—PROVISIONS OF AGREEMENTS IN CANADIAN MANUFACTURING INDUSTRY, 1952—Continued

Provisions	Agreements		Workers Covered	
	Number	Percent of Total	Number	Percent of Total
<i>Rest periods:</i>				
10 minutes:				
for all employees once a day.....	12	2	6,400	2
for all employees twice a day.....	119	21	71,800	21
for female employees only twice a day.....	3	1	1,900	1
15 minutes:				
for all employees once a day.....	7	1	7,100	2
for all employees twice a day.....	12	2	4,000	1
for female employees only twice a day.....	1		100	
Other.....	14	3	9,600	3
No provision.....	396	70	242,200	70
<i>Overtime after daily or weekly hours:</i>				
Time and a quarter:				
after standard hours per day.....	2		300	
after standard hours per day and per week.....	2		800	
after standard hours per week.....	1		200	
for specified number of hours; higher rate thereafter.....	3	1	1,900	1
for work outside designated hours.....	2		100	
Time and a half:				
after standard hours per day.....	131	23	77,700	24
after standard hours per day and per week.....	141	25	140,100	40
after standard hours per week.....	52	9	21,000	6
for work outside designated working hours.....	52	9	20,500	6
for specified number of hours; higher rate thereafter.....	82	15	31,100	9
Double time:				
after standard hours per day and per week.....	1		100	
Straight time:				
or compensatory time off.....	5	1	500	
for short period before the following rate is applicable:				
time and a half.....	6	1	8,500	3
double time.....	1		100	
Other, including varying rates or combination of provisions.....	65	12	36,700	10
No provision.....	18	4	3,500	1
<i>Overtime on Saturday or alternative sixth day in week:</i>				
Time and a half.....	114	21	110,500	32
Double time.....	6	1	1,700	1
Regular pay in morning, time and a half in afternoon.....	23	4	13,200	4
Time and a half in morning, double time in afternoon.....	39	7	5,300	2
Work prohibited.....	8	1	11,900	3
Compensatory time off.....	2		1,000	
Other.....	24	4	10,000	3
No provision.....	348	62	189,500	55
<i>Overtime on Sunday or alternative seventh day in week:</i>				
Time and a quarter.....	1		200	
Time and a half.....	188	33	175,700	51
Double time.....	192	34	72,200	21
Compensatory time off.....	2		200	
Provisions vary for different jobs or departments.....	3	1	2,000	1
Other.....	20	4	8,900	3
No provision.....	158	28	83,900	24
<i>Statutory holidays observed:</i>				
4 or less.....	25	4	10,900	3
5 to 7.....	140	25	113,500	33
8 or more.....	365	65	203,300	59
Provisions vary for different jobs or departments.....	5	1	2,200	1
Number not stated.....	16	3	11,000	3
No provision.....	13	2	2,200	1
<i>Statutory holidays paid for when not worked:</i>				
4 or less.....	99	17	43,400	13
5.....	39	7	21,400	6
6.....	88	16	71,400	21
7.....	50	9	23,500	7
8 or more.....	197	35	132,600	39
Provisions vary for different jobs or departments.....	19	3	7,100	2
Number not stated.....	5	1	600	
No provision.....	67	12	43,100	12
<i>Pay rates for work on unpaid holidays:</i>				
Time and a quarter.....	2		900	
Time and a half.....	145	26	116,000	34
Double time.....	85	15	23,700	7
More than double time.....	1		100	
Rates vary for different holidays.....	3		1,900	1
Straight time or compensatory time off.....	4	1	1,600	
Other.....	10	2	9,500	3
No provision.....	314	56	189,400	55



**Table IV.—PROVISIONS OF AGREEMENTS IN CANADIAN MANUFACTURING INDUSTRY, 1952—Continued**

Provisions	Agreements		Workers Covered	
	Number	Percent of Total	Number	Percent of Total
<i>Pay rates for work on paid holidays:</i>				
Time and a half.....	3	.....	1,000	.....
Double time.....	247	44	130,100	38
Double time and a half.....	135	24	105,300	31
Triple time.....	11	2	7,100	2
Compensatory time off.....	6	1	2,400	1
Time and a half in addition to compensatory time off.....	13	2	9,800	3
Double time in addition to compensatory time off.....	5	1	2,000	1
Other.....	24	4	22,000	6
No provision.....	120	22	63,400	18
<i>Paid vacations:</i>				
Length of vacation same for all employees:				
1 week or less.....	30	5	9,600	3
more than 1 but not over 2 weeks.....	54	10	21,100	6
more than 2 weeks.....	2	.....	300	.....
Length of vacation varies with length of service:				
maximum of more than 1 but not over 2 weeks.....	198	35	94,900	28
maximum of more than 2 weeks.....	170	30	147,900	43
Bonus in lieu of vacation.....	2	.....	500	.....
To conform to provincial legislation.....	26	5	11,300	3
Other.....	63	11	48,200	14
No provision.....	19	4	9,300	3
<i>Wage differentials for women and boys:</i>				
Equal pay for equal work (also see footnote).....	33	6	27,500	8
Lower hiring rates for women and/or boys.....	40	7	15,600	5
Special job classifications for women and/or boys.....	74	13	29,900	9
Lower rates for women and/or boys in the same job classifications as men.....	11	2	11,300	3
*Combination of any or all of above provisions.....	75	13	63,000	18
No provision.....	331	59	195,800	57
<i>General wage adjustments during life of agreement:</i>				
Cost-of-living escalator clause:				
upward revisions only.....	15	3	11,400	3
upward or downward revisions.....	17	3	9,600	3
upward or downward revisions, but floor established on downward revisions.....	25	4	59,300	17
Adjustments related to factors other than the cost of living.....	11	2	6,700	2
Re-opening clauses if cost-of-living changes.....	14	3	16,300	5
Re-opening permitted at specified periods.....	37	7	19,700	6
Re-opening at any time on notice.....	8	1	3,300	1
Other.....	30	5	25,300	8
No provision.....	407	72	188,500	55
<i>Guaranteed earnings:</i>				
Annual work or wage guarantee.....	2	.....	600	.....
Weekly work or wage guarantee.....	9	2	1,500	1
Monthly work or wage guarantee together with minimum call pay.....	6	1	4,100	1
Weekly work or wage guarantee together with minimum call pay.....	11	2	10,700	3
Minimum call pay.....	335	59	243,000	71
No provision.....	201	36	83,200	24
<i>Profit-sharing:</i>				
Profit-sharing plan.....	3	.....	900	.....
Profit-sharing plan and bonus plan combined.....	1	.....	500	.....
Bonus plan.....	27	5	22,300	7
No provision.....	533	95	319,400	93
<i>Dismissal pay:</i>				
Maximum of one week's pay.....	3	.....	1,600	.....
Maximum of more than one but not over two weeks' pay.....	5	.....	1,600	.....
Maximum of more than two weeks' pay.....	3	.....	1,400	.....
Other.....	3	.....	5,500	.....
No provision.....	550	.....	333,000	.....
<i>Apprenticeship:</i>				
Apprenticeship, with wage rates specified:				
2 years.....	5	1	2,900	1
over 2 but not more than 4 years.....	39	7	31,100	9
over 4 years.....	26	5	10,000	3
varying lengths of time.....	23	4	12,000	4
Apprenticeship, with no wage rates specified:				
2 to 4 years.....	4	1	2,600	1
over 4 years.....	3	.....	1,100	.....
varying lengths of time.....	1	.....	500	.....
Apprenticeship, but length of term not stated.....	69	12	65,100	19
No provision.....	394	70	217,800	63

\* These agreements include 28, affecting 44,078 employees, which have an "equal pay for equal work" provision.

**Table IV.—PROVISIONS OF AGREEMENTS IN CANADIAN MANUFACTURING INDUSTRY, 1952—*Concluded***

Provisions	Agreements		Workers Covered	
	Number	Percent of Total	Number	Percent of Total
<i>Seniority unit:</i>				
Craft or occupation.....	10	2	3,200	1
Department-wide.....	70	12	29,400	9
Plant-wide.....	25	4	9,600	3
Company-wide.....	42	8	13,900	4
Combination of plant and department.....	101	18	107,400	31
Separate seniority lists for men and women.....	6	1	1,300	.....
Seniority mentioned but unit not stated.....	133	24	50,100	15
Other.....	92	16	90,900	26
No provision.....	85	15	37,300	11
<i>Seniority recognition:</i>				
In lay-offs only.....	21	4	7,400	2
In promotions only.....	17	3	4,600	1
In re-hiring only.....	2	.....	600	.....
In lay-offs and promotions.....	41	7	26,200	8
In lay-offs and re-hiring.....	44	8	20,100	6
In promotions and re-hiring.....	2	.....	1,300	.....
In lay-offs, promotions and re-hiring.....	264	47	173,600	51
In choice of vacations and/or work.....	6	1	600	.....
Combination of choice of vacations and/or work with one or more of the above items.....	82	15	71,400	21
No provision.....	85	15	37,300	11

## Canadian Chamber of Commerce Presents Brief to Government

Urges increased immigration, with a population target for Canada of 30 million by 1975. Policy declarations and resolutions also deal with employer-employee relations, taxation, health services, housing

An immigration program calling for "more immigrants than are currently being admitted" and with a population target of 30 million by 1975 was urged by the Canadian Chamber of Commerce in a brief presented to the federal Cabinet January 20. The 1951 rate of immigration, the brief stated, would bring into Canada fewer than five million persons in 25 years and would not make it possible to reach the 30-million goal.

The Chamber called for a "more aggressive" program for the distribution of information in the countries from which it is desirable that future Canadian citizens should come.

"Deploring" the small percentage of immigrants from Great Britain and France, the Chamber requested the federal Government to put forth every effort to increase immigration from these countries.

The brief, presented by a delegation headed by the Chamber's President, Lewis W. Simms, of Saint John, N.B., contained policy declarations and resolutions approved

by the Chamber at its annual meeting in October. Subjects dealt with included employer-employee relations, immigration, public finance and taxation, radio and television, St. Lawrence seaway and power project, voting procedures, aid to under-developed countries, decentralization of industry, health services and housing.

### Employer-Employee Relations

Harmonious industrial relations are essential to the maintenance of a high standard of living, the Chamber re-stated. "In their turn, harmonious relations depend upon a more general recognition of the mutuality of interest of management, labour and capital, and between these three and the community they serve."

While legislation, the Chamber continued, cannot in itself ensure good relations, it can exert "a powerful influence, either for good or evil". It should recognize that "both employees and employers have responsibilities as well as rights and should maintain a just and



proper balance between the rights and responsibilities of employees on the one hand and those of employers on the other. Within this framework employers and employees should be left the maximum freedom to work out their common problems without government intervention."

Stating that the democratic liberties of the citizen must be protected at all times, the Chamber declared, "it is the right of every individual freely to elect and follow the vocation of his choice regardless of his membership or non-membership in a labour union or employees' organization."

In again voicing support of the principle of collective bargaining, the Chamber expressed the view that once an agreement is reached both parties should be equally responsible under the law for the faithful observance of its terms. Reiterating opposition to any legislation or provisions in collective agreements which, in effect, would enable employers or labour unions "to exercise a coercive monopoly" over either group or the public, the Chamber declared its opposition "therefore, to the principle of industry-wide bargaining."

While the legal requirements with respect to strikes are being carried out in large measure, the occasions where illegal strikes occur are too numerous, the Chamber stated. It deplored "violations of agreements through slow-downs and other obstructive tactics and the disregard of the law on the occasion of too frequent strikes and lockouts."

Management representatives—including foremen, and supervisors—should be excluded from certified bargaining units, the Chamber stated; it proposed that a provision to this effect should be incorporated in any labour legislation.

## Public Finance and Taxation

Recommendations on public finance and taxation included the following: government expenditures to be kept down to a minimum; appointment of a Royal Commission to study the economical and efficient administration of government departments; expansion of social security measures only as increase in the national wealth warrants; equal taxation of all business enterprises, whether corporation, co-operative privately-owned or publicly-owned; the retroactive principle in new taxation legislation to apply only when its effect is to lessen the burden of taxation.

Corporation taxes, repeal of the deferred depreciation provision, succession duties and municipal grants were also subjects of recommendations.

## Health Services

The Chamber announced its intention to conduct a study, through its secretariat and member boards and chambers, of the need for a health service program and to determine its form, cost and the manner of its integration into the private enterprise system.

## Housing

Stating that housing is still one of the problems of the expanding Canadian economy, the Chamber requested the federal Government to "liberalize the present restrictive forces in the making of loans to individual home builders and to take all possible steps in conjunction with private organizations to meet housing shortages wherever they exist."

## Radio and Television

The Chamber proposed the establishment of an independent body with minimum essential regulatory powers over radio and television.

It also restated the belief "that the development of television in Canada should not be confined to any governmental agency or corporation but should be developed as freely and rapidly as possible by private capital as well, consistent with such technical limitations as may exist."

## Voting Procedures

The single alternative vote, the Canadian Chamber believes, is "the method best suited to bring about the election of the most acceptable candidates." The Chamber's brief requested an amendment to the Dominion Elections Act to provide for this method. This method of voting, the Chamber explained, would permit a voter to indicate on the ballot paper first, second and subsequent choices. Votes of the candidates receiving the fewest would be distributed among the other candidates up to the point where one candidate would have an absolute majority of the votes cast.

## Other Resolutions

### *Aid to Under-developed Countries*

A resolution urged the federal Government to take steps to make more widely known to the Canadian people the nature and objectives of Canada's participation in the United Nations and Colombo Plans for giving technical aid to under-developed nations and "to stress the importance of an adequate Canadian share in such measures as an integral part of the defence or extension of democratic values."

### *St. Lawrence Seaway*

Commending the federal Government on its decision to proceed with the construction of the St. Lawrence seaway and power project, the Chamber urged that it be proceeded with as early as possible. It also voiced support of the principle of a toll levy on all shipping using the seaway.

### *Public Holidays*

The proposal to hold federal statutory holidays on the nearest Monday finds favour with the Chamber. A resolution expressing approval of the principle excepted Christmas Day, New Year's Day, Good Friday and Dominion Day.

### *Employment of Physically-Handicapped*

The Chamber urges employers to co-operate as far as their conditions permit in the placement in suitable jobs of physically-handicapped workers.

### *National Film Board*

National Film Board operations should not extend into fields adequately served by private enterprise, the Chamber stated. It recommended amending the Film Act to make it no longer necessary for federal Government departments to secure their films through the National Film Board.

### *International Convention on Fisheries*

Ratification of the International Convention for the High Seas Fisheries of the North Pacific Ocean at the earliest possible opportunity was urged.

### *Decentralization of Industry*

Recording approval of the policy of decentralization of industry, the Chamber recommended the placing of defence orders by the federal Government geographically, as far as possible, for security reasons.

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## Results of Survey of Working Conditions of Young Workers in Quebec are Published

Investigation made by *Jeunesse Ouvrière Catholique* into the academic standing, occupations, wages, hours and other working conditions of 925 young workers in some 100 working-class parishes in the province

The report of a comprehensive investigation during 1950 and 1951 by the *Jeunesse Ouvrière Catholique* (Young Catholic Workers) among 925 young workers in some 100 working-class parishes in Quebec province has been published by *L'Action catholique ouvrière* (Catholic Labour Action).<sup>\*</sup> The academic standing, occupations, safety and working conditions of the young workers was surveyed.

Almost half (45.6 per cent) of them, the inquiry showed, had left school before reaching Grade VIII, 43.4 per cent had no trade, 30 per cent considered their work dangerous, 77.7 per cent had had no medical examination before being hired and almost 20 per cent received no annual vacations. Their average weekly wage was \$28.36 and their average work week 49.4 hours.

The average age of the young workers questioned was almost 20 years—19.92. Replies were received from 37 youths under

16 years, from 81 aged 16, 129 aged 17, 139 aged 18, 141 aged 19, 96 aged 20, 98 aged 21, 60 aged 22, 53 aged 23, 35 aged 24 and 56 aged 25 years.

In addition, the replies also varied according to the father's profession and the occupations of the young workers themselves. The great majority—75 per cent of the young workers questioned—came from working-class families. As for their occupations, 19.1 per cent were labourers, 24.3 per cent worked in factories, 14.9 per cent had a specialized trade, 17.1 per cent were apprentices, 12.4 per cent were doing general office work, 6.9 per cent were engaged in selling, business, trade or insurance, 1.9 per cent were in business on their own account and 3.4 per cent held other jobs.

According to the investigation, the average age at which the youths started to work was 16.24 years. A 1947 inquiry gave this figure as 15.82. Of 821 young workers who answered the question, 416 (50.6 per cent) started to work at the age of 15 or under, 70.1 per cent at 16 or under.

<sup>\*</sup>Inquiry into the Professional Lives of Young Workers in the province of Quebec, *L'Action catholique ouvrière*, Montreal, Vol. II, No. 9, October 1952.



The young workers were asked five questions with a view to obtaining an accurate idea of their academic standing. Out of 909 young workers who answered, 904 said that they had attended primary schools. Of these 904, 159 had attended high schools, 61 a classical college, 160 other schools and 220 were taking courses in other schools.

Moreover, out of 816 young workers questioned, 22 did not go beyond Grade IV, 44 beyond Grade V, 102 beyond Grade VI, 204 beyond Grade VII, 124 beyond Grade VIII and 320 beyond Grade IX. Of those who attended secondary schools, 74 did not go beyond Grade X, 47 beyond Grade XI and 32 beyond Grade XII. In short, only 23.2 per cent went beyond the primary education stage.

At the time of the 1947 inquiry, 52 per cent of those without trades said that they had been unable to learn a trade because their family responsibilities had prevented them from doing so, while the percentage was 64 per cent for young workers as a whole. In 1952, 60 per cent of all the young workers indicated directly that the financial situation of their families made the problem complicated for them.

The 1950 and 1951 surveys also showed that only 11.1 per cent of the young workers had been given vocational guidance by a professional guidance officer. The results of this are apparent in the fact that 35 out of 127 apprentices questioned said that they would rather be in another trade. The trades which the apprentices consider the most desirable, according to the investigation, are those of mechanic and electrician, which happen to be two of the most overcrowded trades at present.

Two hundred and eighty-two young workers serving their apprenticeship or who had already specialized in a trade

replied to the *JOC* questionnaire; they were distributed among 60 different trades but more than half of them were engaged in five basic trades as follows: 47 joiners, 33 electricians, 25 machinists, 24 plumbers and 14 mechanics. Likewise, 75.7 per cent of the young workers who had specialized in a trade had done so in trades which, though attractive, are already congested. Only five per cent of this group had benefited by vocational guidance.

The inquiry with regard to "tradeless" workers showed that 60 per cent of the young workers who had no trade left school through economic necessity and 39 per cent because they did not like it. In this same group, 83.3 per cent said that they would like to learn a trade. Moreover, exactly a third do not like the work they are doing at present.

Only 9.4 per cent of the young workers questioned in 1950 and 1951 had learned their trades at an apprenticeship centre, whereas 25.2 per cent had attended an arts and crafts school; 63 per cent had learned their trades on the job or with skilled workers.

The 1947 investigation established the need for an average weekly minimum income of \$28.80 for young workers in the province of Quebec. At that time, according to the data obtained in the same investigation, the young workers' average wages was \$25.50. The average wage of the 832 young workers who disclosed their weekly earnings at the time of the 1950 and 1951 investigation was \$28.36. During these years the cost-of-living index went up 22 per cent from 125 to 165, and the young workers' average income by only 6.7 per cent. To keep pace with the 22 per-cent rise in the cost-of-living index, the necessary weekly minimum income should have risen to \$35.15.

(Continued on page 294)

WEEKLY WAGES OF YOUNG WORKERS IN QUEBEC

SOURCE: Jeunesse Ouvrière Catholique

Occupations	Percentage of Workers Queried Earning							Average Wage per Occupation
	\$10-15	\$15-20	\$20-25	\$25-30	\$30-35	\$35-40	\$40 and over	
Labourers.....	6	12	24	20	16	9	13	\$ 27.79
Factory Workers.....	4	12	23	26	15	7	13	27.80
Specialized in a trade.....	0	4	6	17	18	17	38	35.26
Apprentices.....	9	19	17	21	17	11	6	26.31
Office Workers.....	11	17	25	25	7	14	1	24.88
Sales Business Insurance.....	6	22	24	17	18	8	5	25.70

# International Labour Organization

## 120<sup>th</sup> Session of ILO Governing Body

June 2, 1954, named as opening date for 37th session of International Labour Conference. Among items on agenda will be holidays with pay, vocational rehabilitation of the disabled and technical assistance

The 120th Session of the ILO Governing Body was held in Geneva, Switzerland, from November 14 to December 2, 1952. Various committees met before and after the session.

Arthur Brown, Assistant Deputy Minister of Labour for Canada, substituted for Dr. Arthur MacNamara, Deputy Minister of Labour, the Canadian Member of the Governing Body. He was assisted by Paul Goulet, Assistant to the Deputy Minister and Director of the ILO Branch of the Department of Labour, and by Bruce Williams and Kenneth McIlwraith of the Canadian Permanent Delegation at Geneva.

The Governing Body decided that the 37th Annual ILO Conference would open in Geneva on June 2, 1954; among the items included on the agenda are holidays with pay, vocational rehabilitation of the disabled and technical assistance.

The Permanent Agricultural Committee was reorganized and the agenda was decided for its 4th Session at Geneva in May 1953; Canada was appointed as a substitute Governing Body representative at this meeting. Approval was given to a meeting of experts to make a study of systems of payment by results in the construction industry, to be held in Geneva next July. The next Asian Regional Conference will be held in Tokyo, Japan, in September 1953. The 8th International Conference of Labour Statisticians will convene in Geneva early in 1954.

Pierre Waline of France was elected a Vice-Chairman of the Governing Body representing the employers' group to replace the late Sir John Forbes-Watson of the United Kingdom. Dr. K. C. Charron, Chief of the Industrial Health Division, Department of National Health and Welfare, was appointed to the ILO Correspondence Committee on Occupational Safety and Health for a three-year term.

The Director-General was authorized to consult member governments on whether they feel that there is a need for the establishment of international standards governing the accommodation and welfare of migrants on board ship.

It was decided to submit to the 36th Annual Conference for discussion an amendment to the ILO Constitution which would increase the membership of the Governing Body from 32 to 40. The number of member states has risen from 43 in 1919 to 66 at present, while the Governing Body membership has been fixed at 32 since 1934.

The Governing Body also discussed general financial and administrative questions and the work of Industrial, Manpower and Employment, Technical Assistance, and International Organizations Committees.

The 121st Session of the Governing Body and its committees will meet in Geneva from February 20 to March 7, 1953, at which time the ILO Budget for 1954 will be studied.

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## Fourth Session of Petroleum Committee

Resolutions adopted relating to minimum wages and social services in the petroleum industry. Canada was one of the 14 nations represented

Resolutions relating to minimum wages and social services in the petroleum industry, hours of work, conditions of employment of contract labour, human relations, and the use of visual aids for training and instructional purposes were

adopted at the fourth meeting of the ILO Petroleum Committee\* in The Hague, October 14-25, 1952.

\*Industrial Committees were inaugurated in 1945 by the ILO Governing Body to deal with problems of some of the most important international industries.



Fourteen oil-producing and oil-refining countries sent tripartite delegations to the meeting. They were: Argentina, Burma, Canada, Colombia, Egypt, France, Iran, Iraq, Mexico, The Netherlands, Peru, United Kingdom, United States and Venezuela. Observers representing the International Organization of Employers, the International Confederation of Free Trade Unions, the International Confederation of Christian Factory and Transport Workers, and the governments of Indonesia and Japan were also present.

### Canadian Delegation

The Canadian delegation was as follows:

*Government Delegates:* Bernard Wilson, Industrial Relations Branch, Department of Labour, Ottawa; and R. H. Hooper, Industrial Relations Officer, Department of Labour, Winnipeg.

*Employers' Delegates:* R. F. Hinton, Personnel Manager, Shell Oil Company of Canada Limited, Toronto; and A. C. Harrop, Manager of Employment Relations, Imperial Oil Company Limited, Toronto.

*Workers' Delegates:* John W. Bruce, General Organizer, United Association of Journeymen and Apprentices of the Plumbing and Pipe Fitting Industry of the United States and Canada (AFL-TLC), Richmond Hill, Ont.; and R. G. Geddes, International Representative, Oil Workers' International Union (CIO-CCL), Toronto.

### Plenary Sessions

The plenary sessions were mainly devoted to matters arising out of the General Report, prepared in three parts by the ILO and distributed to the member nations prior to the conference. The report dealt with action taken in the various countries in the light of the conclusions of the previous sessions, steps taken by the ILO to follow up the studies and enquiries proposed by the Committee, and recent events and developments in the petroleum industry.

Also discussed were the principles and methods used in determining wages in the petroleum industry and social services, with special reference to supply schemes, transport of workers, recreation facilities and co-operative societies.

An Iranian delegate, Kazen Hassibi, a member of the Iranian Parliament, said that in connection with the nationalization of the oil industry in his country, the International Court of Justice had recognized the righteousness of the Iranian cause by refusing to deal with the dispute. He also charged ill-treatment of refinery workers by the Anglo-Iranian Oil Company.

Strong exception to this was taken by Mr. Hooper, Canadian government delegate, on the ground it was political propaganda. He pointed out that the International Court had stated it had no jurisdiction to deal with the oil dispute because only one party, the British Government, had requested action. The Court's refusal to act on the request of one party only in no way reflected on the merits of the dispute itself, he said. Furthermore, the charges of ill-treatment of workers were not supported by the report of the ILO Mission sent to Iran in 1950 and presented to the third session of the Committee the same year (L.G., Feb. 1951, p. 176), Mr. Hooper pointed out.

Copies of a "Vocabulary of Terms Used in the Petroleum Industry" in both English and French, with indexes, were distributed to the delegates. It was prepared by the ILO in accordance with a resolution passed at the second session of the Committee.

### Committees and Subcommittees

A steering committee was appointed upon which Canada was represented by Mr. Hooper and Mr. Geddes. This committee set up two subcommittees to deal with wage determination and social services.

A resolution adopted by the subcommittee on wage determination invites the Governing Body of the ILO to request member governments to make arrangements, where responsible and effective collective bargaining machinery does not exist, for the establishment of minimum wages, either on the basis recommended in Convention No. 26 concerning the creation of wage-fixing machinery or by such other method as may be appropriate to the circumstances of the country. The vote was 71 for, none against, with no abstentions.

The resolution was later passed by the Petroleum Committee in plenary session.

The subcommittee drew attention to the following principles: encouragement should be given to the development of free trade unions which would enable wages to be determined by voluntary and responsible collective bargaining; minimum wage rates should provide for a decent and dignified standard of living for the workers; and the skill and responsibility required by each job are the main factors to be taken into consideration for determining differentials in rates of pay for different jobs.

The subcommittee on wage determination was under the chairmanship of J. G. Stewart CBE (United Kingdom Government). Canada was represented by Mr. Wilson, Mr. Hinton and Mr. Geddes.

The subcommittee on social services named a working committee composed of three members from each of the three groups. The working committee merged into a single text all the numerous proposals submitted on social services in the petroleum industry. This was passed by the subcommittee, after some objections by the employers' representatives, as a memorandum recommending canteens, supply schemes for workers and their families, transport facilities, hygienic amenities, cultural and recreational facilities, and co-operative societies in oilfields and refineries where these services do not exist or are not already provided. The memorandum was adopted by the Petroleum Committee in plenary session by a vote of 69 for, none against, and with no abstentions.

The Committee observed that the importance of social services for the workers in the petroleum industry has been generally recognized. It believed that such services should be absorbed into the normal life of the community of which the industry is a part.

During the discussion it was pointed out by some government members that the provision of social services was of special importance in the underdeveloped regions where the responsibility for their establishment and maintenance often rested largely with the petroleum companies.

The employers' members stressed the distinction between underdeveloped and fully developed regions. Pointing out that in the underdeveloped areas, establishment and maintenance of social services had been carried out by the petroleum industry, they stated that in developed areas, where social services for the whole community were mainly provided by the state and other bodies, responsibility assumed different aspects and proportions. Excessive paternalism practiced by the companies might lead, they observed, to a complete dependence of the workers on the company and thus prevent workers from showing initiative in managing their affairs.

The workers' members emphasized that their objective was the establishment and maintenance of social services in areas in which such services were either non-existent or inadequate. This did not, however, preclude efforts to improve or even establish, where necessary, social services in developed areas.

The subcommittee on social services was headed by Alba Cejudo, government member of Mexico, with Mr. Hooper,

Canadian government member as reporter. Other Canadian members were Mr. Harrop and Mr. Bruce.

### Other Resolutions

Other resolutions approved by the Committee were as follows:—

(1) A resolution, submitted by the workers' group, inviting the International Labour Office to make a further study of the subject of industrial relations in the petroleum industry, particularly in economically underdeveloped areas, having regard to the views expressed by the Petroleum Committee at its second session in 1948. This was passed unanimously.

(2) A resolution, submitted by the steering committee, asking the Office to arrange for the inclusion in the agenda for future sessions the matters of human relations in the petroleum industry and the use of visual aids for training and instructional purposes. This was adopted unanimously.

(3) A resolution, submitted by the steering committee, asking the Office to make a study of the conditions of employment of contract labour, i.e., workers employed by persons such as contractors and sub-contractors who perform work under contract for oil companies on an extensive or long-term basis. This was adopted unanimously.

(4) A resolution, submitted by the workers' group, requesting that the Office place the subject of reduction of hours of work on the agenda of the fifth session of the Petroleum Committee. The employers' group objected to having the matter placed on the agenda of the fifth session, whereupon the workers' group agreed to have it brought up at a future session. This resolution was adopted by a vote of 36 for, 25 against, and three abstentions. The Canadian government delegates voted for the resolution.

### Action on Previous Resolutions

The workers' group made a formal complaint that some governments had apparently taken no action on many resolutions passed at previous sessions of the Committee. Maintaining that all resolutions should be closely followed up by the ILO, it suggested that some form of punitive measure be taken against governments which had done nothing to implement the Committee's resolutions. The government and employer groups, however, were opposed to any idea of punitive measures.

A working party was appointed by the Committee to examine the action taken. It was composed of 12 members, four



from each of the government, employer and worker groups. After four sittings, it recommended that governments should supply any useful information on developments in their respective countries with regard to previously adopted resolutions as well as those of the fourth session. This recommendation was adopted by a vote of 78 for, none against, and with no abstentions.

### Other Activities

During the session the Committee visited the Bataafsche Petroleum Maatschappij (Royal Dutch Shell Group) refinery at Rotterdam-Pernis, the largest refinery in

Europe, employing about 3,500 workers, and the Royal Dutch Shell Laboratory at Amsterdam, one of the largest industrial research organizations in the world, employing some 40 expert technicians and several hundred other workers.

The Petroleum Committee held 11 plenary sittings.

The Chairman of the fourth session was Dr. V. Montoya, Permanent Delegate for Venezuela to the United Nations at Geneva and a member of the Governing Body of the ILO.

The Committee was officially welcomed by Dr. van Rhijn, Netherlands Secretary of State for Social Welfare.

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## ILO Studies Problems of Women Textile Workers

In most of the textile producing countries the largest number of women working in manufacturing are employed in the textile industry. Exceptions include Canada and the United States; in these countries the proportion is relatively small.

Female labour, according to an ILO report, loses its dominant position in countries in which equipment is being extensively modernized or where the industry is new.

The report, prepared for the worker, employer and government delegates from 23 leading textile-producing countries to the fourth session of the ILO Textile Committee, meeting in Geneva this month, discusses problems connected with the employment of women in the textile industry.

The Canadian Government is being represented by two officers of the Unemployment Insurance Commission: S. H. McLaren, Executive Director, and Miss Ruth A. Hamilton, Adviser on Women's Employment. Miss Hamilton has had first-hand experience in various fields connected with the textile industry, which experience particularly fits her to serve as a delegate of the Canadian Government at this conference.

Although the margin has narrowed since the war, the average hourly earnings of

women workers in the industry, it is noted in the report, are substantially lower than those of men. A recent ILO study, says the report, showed that in 13 out of 16 countries, in 1948 and 1949, they were 20 to 40 per cent lower.

Unemployment, generally, is relatively more widespread among women textile workers than among men. In June 1952, in Federal Germany the percentage of unemployed in the industry was 75, while in France it was 85. In Italy, in March of the same year, the percentage was 87.

The report, in examining problems of recruitment, training, promotion and wages makes the following points:—

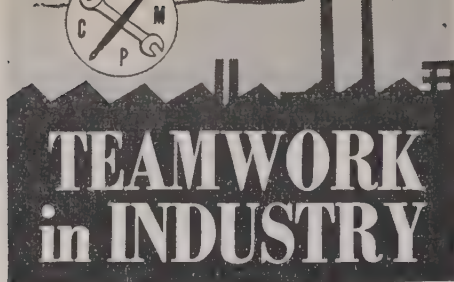
The occupational distribution of women workers in the textile industry needs to be reviewed in many countries to ensure the most effective utilization of the labour force.

The removal of artificial barriers between the field of men's employment and that of women would be conducive to greater efficiency.

To ensure equivalent working conditions, attention should be given to improving such aspects as welfare provisions and maternity protection, as well as certain conditions outside employment, such as social services, crèches and nursery schools, to alleviate the daily difficulties with which many women are faced.

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The United Automobile Workers (CIO-CCL) has reported that 600 Canadian members have retired on pension since the union signed its first pension agreement in 1950. Of the 600 pensioners, 425 had been employed at Ford, most of the remainder at General Motors.



## LMPC is Answer to Hydro's Problems

When it is completed sometime in 1955, the Sir Adam Beck Generating Station No. 2 at Niagara Falls will produce 1,200,000 horsepower for the wheels of Canadian industry. Officials of the Ontario Hydro Electric Power Commission are relying heavily on a high level of good labour-management relations and co-operative spirit to ensure completion of the work on schedule.

In the opinion of top Hydro officials, this co-operation is necessary at every level of the undertaking from the apprentice to the project manager. Recognizing this need, the Commission and the allied council of AFL international unions agreed just over one year ago to establish a completely integrated system of labour-management production committees.

Basic to management-union thinking in this respect is the belief that good industrial relations and the highest possible development of labour-management communication are absolute necessities. In LMPCs the Hydro officials feel they have the answer to this problem.

### Seven Divisional Committees

Of the 5,500 workers currently engaged on the project, some 3,000 are employees of the HEPC. The others are working for the various contractors on the job. The LMPC system (which presently covers Hydro employees only) consists of seven divisional committees—representing the main work-sections of the project—and a central committee which passes on all suggestions and policy matters referred to it by the divisional committees.

One of the reasons for the success of labour-management co-operation at Niagara is the co-operative attitude of senior management officials. Both Project Manager Gordon Mitchell and Personnel Superintendent W. H. Barnes are enthusiastic about the successful way LMPCs have functioned.

In addition to presiding over the central committee, Mr. Mitchell takes a personal interest in what goes on at divisional LMPC meetings and follows their activities regularly. He has made it a policy to have prompt and appropriate action taken on all recommendations. Acceptable suggestions are put into force and, when this cannot be done, the committee concerned is advised at once and given the reasons. In one period recently, Mr. Mitchell personally issued nine separate directives implementing suggestions forwarded through the different committees.

To ensure that all matters are handled promptly, the central committee comprises the project manager, the general superintendent and his assistant, all divisional superintendents and the personnel superintendent. Labour is represented by one employee from each divisional LMPC. In addition, the committee is able to obtain technical and other advice from the whole supervisory and work force. When items affecting specific departments or sections of the project are on the agenda, appropriate advisers attend the meeting. Since the highest level of management is represented in the committee, decisions are immediate on all matters to be handled. In matters of urgency the project manager can take action immediately after the minutes of the committee are brought to his attention.

### LMPC Averts Lack of Employment

In a recent statement to its LMPC, the management of a West Coast firm said that one of the indirect results of its discussions was work for all concerned. While it was not possible to say how these discussions directly affected the employment situation, it was intimated that by mutual discussions many problems which could have resulted in lack of work were averted.

Establishment of Labour-Management Production Committees (LMPCs) is encouraged and assisted by the Labour-Management Co-operation Service. Industrial Relations Branch, Department of Labour. In addition to field representatives located in key industrial centres, who are available to help both managements and trade unions set up LMPCs, the Service provides publicity aids in the form of booklets, films and posters.



# Industrial Relations and Conciliation

## Certification and Other Proceedings before the Canada Labour Relations Board

The Canada Labour Relations Board met for two days during December. The Board issued four certificates designating bargaining agents, ordered two representation votes and rejected five applications for certification. During the month the Board received seven applications for certification and one application for revocation of certification.

This section covers proceedings under the Industrial Relations and Disputes Investigation Act involving the administrative services of the Minister of Labour, the Canada Labour Relations Board and the Industrial Relations Branch of the Department.

### Applications for Certification Granted

1. Canadian Merchant Service Guild, Inc., on behalf of a unit of deck officers employed aboard the M/V *Abegweit* and the SS *Prince Edward Island* operated by the Canadian National Railways on its Cape Tormentine-Port Borden Ferry Service (L.G., July, 1952, p. 914).

2. Marine Checkers and Weighers Association (Local 506, International Longshoremen's and Warehousemen's Union) on behalf of a unit of checkers employed by Union Steamships Limited at its docks and shed, foot of Carrall Street, Vancouver, B.C. (L.G., Dec., 1952, p. 1583).

3. Canadian Brotherhood of Railway Employees and Other Transport Workers on behalf of a unit of statistical clerks and comptometer operators employed by Canadian National Railways in its Bureau of Statistics, Moncton, N.B. (L.G., Dec., 1952, p. 1583).

4. Maintenance Workers Federal Union No. 493 on behalf of a unit of employees of the British Columbia Steamship Service, Canadian Pacific Railway Company, Victoria, B.C. (L.G., Jan., p. 53).

### Representation Votes Ordered

The Board ordered representation votes of employees in the following applications for certification:—

1. National Association of Broadcast Engineers and Technicians, applicant, and Canadian Broadcasting Corporation, respondent (L.G., Oct., 1952, p. 1351).

2. National Association of Marine Engineers of Canada, Inc., applicant, and Canadian National Railways, respondent (Cape Tormentine-Port Borden Ferry Service) (Marine Engineers) (L.G., Nov., 1952, p. 1466).

### Applications for Certification Rejected

1. Grand International Brotherhood of Locomotive Engineers on behalf of a unit of locomotive engineers employed by Shawinigan Falls Terminal Railway (L.G., Nov., 1952, p. 1465). The application was rejected for the reason that it was not supported by a majority of the locomotive engineers involved therein.

2. Grand International Brotherhood of Locomotive Engineers on behalf of a unit of helpers on locomotives employed by Shawinigan Falls Terminal Railway (L.G., Nov., 1952, p. 1465). The application was rejected for the reason that it was not supported by a majority of the helpers on locomotives involved therein.

3. National Association of Marine Engineers of Canada Inc. on behalf of a unit of marine electrical engineers employed by Canadian National Railways (Cape Tormentine-Port Borden Ferry Service) (L.G., Nov., 1952, p. 1466). The application was rejected for the reason that the bargaining unit described therein was not considered appropriate for collective bargaining.

4. National Association of Marine Engineers of Canada Inc. on behalf of a unit of chief engineers and junior chief engineers employed by Canadian National Railways (Cape Tormentine-Port Borden Ferry Service) (L.G., Nov., 1952, p. 1467). The application was rejected for the reason that the chief engineers and junior chief engineers involved therein were not employees within the meaning of the Industrial Relations and Disputes Investigation Act.

5. National Association of Marine Engineers of Canada Inc. on behalf of a unit of chief marine electrical engineers employed by Canadian National Railways (Cape Tormentine-Port Borden Ferry Ser-

vice) (L.G., Nov., 1952, p. 1467). The application was rejected for the reason that the employees involved therein were not employees within the meaning of the Industrial Relations and Disputes Investigation Act.

### Applications for Certification Received

1. Local 38/163, International Longshoremen's Association on behalf of a unit of employees of Northland Navigation Co. Ltd., Vancouver, B.C. (Investigating Officer: G. R. Currie).

2. West Coast Seamen's Union (Canada) on behalf of a unit of unlicensed personnel employed by Dola Towing Co. Ltd., Vancouver (Investigating Officer: D. S. Tysoe).

3. West Coast Seamen's Union (Canada) on behalf of a unit of unlicensed personnel employed by Coastal Towing Co. Ltd., Vancouver (Investigating Officer: D. S. Tysoe).

4. Transport Drivers, Warehousemen and Helpers' Union, Local 106, International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America, on behalf of a unit of employees of Carwil Transport Limited, Toronto (Investigating Officer: R. Trépanier).

5. West Coast Seamen's Union (Canada) on behalf of a unit of unlicensed personnel employed by Dolmage Towing Co. Ltd., Vancouver (Investigating Officer: D. S. Tysoe).

## Scope and Administration of Industrial Relations and Disputes Investigation Act

Conciliation services under the Industrial Relations and Disputes Investigation Act are provided by the Minister of Labour through the Industrial Relations Branch. The branch also acts as the administrative arm of the Canada Labour Relations Board in matters under the Act involving the board.

The Industrial Relations and Disputes Investigation Act came into force on September 1, 1948. It revoked the Wartime Labour Relations Regulations, P.C. 1003, which became effective in March, 1944, and repealed the Industrial Disputes Investigation Act, which had been in force from 1907 until superseded by the Wartime Regulations in 1944. Decisions, orders and certifications given under the Wartime Regulations by the Minister of Labour and the Wartime Labour Relations Board are continued in force and effect by the Act.

The Act applies to industries within federal jurisdiction, i.e., navigation, shipping, interprovincial railways, canals, telegraphs, interprovincial and international steamship lines and ferries, aerodromes and air transportation, radio broadcasting stations and works declared by Parliament to be for the general advantage of Canada or two or more of its provinces. Additionally, the Act provides that provincial authorities, if they so desire, may enact similar legislation for application to industries within provincial jurisdiction and make mutually satisfactory arrangements with the federal Government for the administration of such legislation.

The Minister of Labour is charged with the administration of the Act and is directly responsible for the appointment of conciliation officers, conciliation boards, and Industrial Inquiry Commissions concerning complaints that the Act has been violated or that a party has failed to bargain collectively, and for applications for consent to prosecute.

The Canada Labour Relations Board is established under the Act as successor to

the Wartime Labour Relations Board to administer provisions concerning the certification of bargaining agents, the writing of provisions—for incorporation into collective agreements—fixing a procedure for the final settlement of disputes concerning the meaning or violation of such agreements and the investigation of complaints referred to it by the minister that a party has failed to bargain collectively and to make every reasonable effort to conclude a collective agreement.

Copies of the Industrial Relations and Disputes Investigation Act, the Regulations made under the Act, and the Rules of Procedure of the Canada Labour Relations Board are available upon request to the Department of Labour, Ottawa.

Proceedings under the Industrial Relations and Disputes Investigation Act are reported below under two headings: (1) Certification and other Proceedings before the Canada Labour Relations Board, and (2) Conciliation and other Proceedings before the Minister of Labour.

Industrial Relations Officers of the Department of Labour are stationed at Vancouver, Winnipeg, Toronto, Ottawa, Montreal, Fredericton, Halifax and St. John's, Newfoundland. The territory of two officers resident in Vancouver comprises British Columbia, Alberta and the Yukon and Northwest Territories; two officers stationed in Winnipeg cover the provinces of Saskatchewan and Manitoba and Northwestern Ontario; three officers resident in Toronto confine their activities to Ontario; three officers in Montreal are assigned to the province of Quebec, and a total of three officers resident in Fredericton, Halifax and St. John's represent the Department in the Maritime Provinces and Newfoundland. The headquarters of the Industrial Relations Branch and the Director of Industrial Relations and staff are situated in Ottawa.



6. Association of Radio and Television Employees of Canada on behalf of a unit of program, administration and certain technical personnel employed by Canadian Broadcasting Corporation (Investigating Officer: L. Pepin).

7. International Alliance of Theatrical Stage Employees and Moving Picture Machine Operators of the United States

and Canada on behalf of a unit of production employees of the Canadian Broadcasting Corporation (Investigating Officer: F. J. Ainsborough).

#### **Application for Revocation of Certification**

1. Forbes Rhude, applicant, American Newspaper Guild, respondent, and the Canadian Press, respondent.

## **Conciliation and Other Proceedings before the Minister of Labour**

### **Conciliation Officers Appointed**

During December the Minister appointed Conciliation Officers to deal with the following disputes:—

1. Vancouver Barge Transportation Limited and National Association of Marine Engineers of Canada, Inc. (Conciliation Officer: G. R. Currie).

2. Robin Hood Flour Mills Limited, Saskatoon, and Flour & Cereal Workers Division of the United Packinghouse Workers of America, Local 342 (Conciliation Officer: R. H. Hooper).

3. Vancouver Barge Transportation Limited and Canadian Merchant Service Guild, Inc. (Conciliation Officer: G. R. Currie).

4. Ottawa Transportation Commission and Division No. 279 of the Amalgamated Association of Street, Electric Railway and Motor Coach Employees of America (Conciliation Officer: Bernard Wilson).

### **Settlements Reported by Conciliation Officers**

1. Patricia Transportation Co. Ltd., Winnipeg, and Canadian Brotherhood of Railway Employees and Other Transport Workers (Conciliation Officer: J. S. Gunn) (L.G., Nov., 1952, p. 1467).

2. Midland Railway Company of Manitoba and Order of Railway Conductors of America (Conciliation Officer: J. S. Gunn) (L.G., Jan., 1953, p. 54).

3. Union Steamships Limited, Vancouver, and Canadian Communications Association (Conciliation Officer: G. R. Currie) (L.G., Jan., 1953, p. 54).

### **Conciliation Board Appointed**

During the month the Minister established a Board of Conciliation and Investigation to deal with matters in dispute between the Queen Charlotte Air-

lines Ltd. and Canadian Air Line Pilots Association. The Board was established following receipt by the Minister of the report of G. R. Currie, previously appointed conciliation officer (L.G., Dec., 1952, p. 1584). (The Board had not been fully constituted at the end of the month.)

### **Conciliation Boards Fully Constituted**

1. The Board of Conciliation and Investigation established in October to deal with matters in dispute between the Gatineau Bus Company Limited, Hull, P.Q., and Amalgamated Association of Street, Electric Railway and Motor Coach Employees of America, Division 591 (L.G., Dec., 1952, p. 1585) was fully constituted in December with the appointment of Mr. Justice Edouard Tellier, Montreal, as Chairman. Mr. Justice Tellier was appointed by the Minister in the absence of a joint recommendation from the other two members, Wilbrod Bherer, Quebec, and C. L. Dubin, QC, Toronto, previously appointed on the nominations of the company and the union respectively.

2. The Board of Conciliation and Investigation established in November to deal with matters in dispute between the Searle Grain Co. Ltd., Pacific Elevators Ltd., United Grain Growers Ltd., Kerr Gifford & Co. Inc., Alberta Wheat Pool, all of Vancouver, and the International Union of United Brewery, Flour, Cereal, Soft Drink and Distillery Workers of America was fully constituted in December with the appointment of Dr. Joseph A. Crumb, Vancouver, as Chairman. Dr. Crumb was appointed by the Minister in the absence of a joint recommendation from the other two members, Thomas E. H. Ellis and James Bury, both of Vancouver, previously appointed on the nominations of the companies and the union respectively.

### **Conciliation Board Reports Received**

During December the Minister received the following reports of Boards of Conciliation and Investigation: —

1. Canadian Pacific Railway Company (dining, cafe and buffet car employees) and the Brotherhood of Railroad Trainmen (L.G., Aug., 1952, p. 1077). Text of the Board's report is reproduced below.

2. Canadian Pacific Railway Company and Brotherhood of Railroad Trainmen (L.G., Aug., 1952, p. 1077). Text of the Board's report is reproduced below.

3. Canadian National Railways and Brotherhood of Railroad Trainmen (L.G., July, 1952, p. 915). Text of the Board's report is reproduced below.

### **Settlement Following Board Procedure**

During December the Minister was advised that a settlement had been reached by the parties concerned through further direct negotiations following receipt of the report of the Board of Conciliation and Investigation appointed to deal with matters in dispute between Canadian National Railways, Canadian Pacific Railway Company, Toronto, Hamilton and Buffalo Railway Company, and Ontario Northland Railway and various railway labour organizations acting through a joint negotiating committee representing, mainly, non-operating employees of the companies (L.G., Jan., 1953, p. 54).

## **Report of Board in Dispute between**

**Canadian Pacific Railway Company (dining, cafe and buffet car employees)**

**and**

**Brotherhood of Railroad Trainmen**

To:

The Hon. MILTON F. GREGG, VC,  
Minister of Labour,  
Ottawa, Ont.

In the matter of the Industrial Relations and Disputes Investigation Act and dispute affecting Brotherhood of Railroad Trainmen and Canadian Pacific Railway Company (Dining, Cafe and Buffet Car Employees).

Dear Mr. MINISTER:

On the 3rd of October 1952, you were pleased to appoint a Conciliation Board to investigate the above dispute, constituted as follows:—

James H. Stitt, Barrister, of Ottawa,  
Ontario, Chairman.

C. W. Rayfield, Esquire,  
3410 Atwater Ave.,

Montreal, Que., as Company Nominee.

and

W. G. Currie, QC,  
407 Kerr Building,

Regina, Sask., as Union Nominee.

Hearings in the above dispute were instituted originally on September 30 of this year under the Chairmanship of H. Carl Goldenberg, QC, and continued through October 1 and October 2, when Mr. Goldenberg resigned because of the pressure of official business in which he was already engaged by the Department of

On December 19, 1952, the Minister of Labour received the majority and minority reports of the Board of Conciliation and Investigation appointed to deal with matters in dispute between Canadian Pacific Railway Company (dining, cafe and buffet car employees) and the Brotherhood of Railroad Trainmen.

The Board was under the Chairmanship of James H. Stitt, Ottawa. The nominee of the company was C. W. Rayfield, Montreal; the union nominee, W. G. Currie, QC, Regina.

The majority report, which under the provisions of the Industrial Relations and Disputes Investigation Act constitutes the report of the Board, was signed by the Chairman and Mr. Currie. The minority report was submitted by Mr. Rayfield.

The texts of the majority and minority reports are attached hereto.

Justice. The hearings of the dispute continued under the new Chairman through October and November, when the final meeting was held on the 26th of that month. The dispute covered the existing contract, dated April 29, 1951, between the Canadian Pacific Railway Company and the dining car employees, and included



suggestions for changes in practically all the working rules constituting that agreement.

The Company was represented by the following:—

- T. P. James, Assistant Manager, S.D. & P.C. Dept.
- I. J. McNaughton, Assistant Manager, Dept. of Personnel.
- J. A. Brown, General Superintendent, Eastern Region, S.D. & P.C. Dept.
- J. W. Moffatt, Assistant Superintendent, S.D. & P.C. Dept.
- N. H. Chalmers, Assistant Superintendent, S. D. & P. C. Dept.
- P. E. Barnard, Cost Supervisor, S. D. & P. C. Dept.

The Employees were represented by the following:—

- L. C. Malone, Vice-President, Brotherhood of Railroad Trainmen.
- Cecil Burningham, General Chairman, Dining, Cafe and Buffet Car Employees.
- E. Charron, Vice-Chairman, General Committee.
- J. R. Armitage Jr., Secretary, General Committee.
- L. Roback, Economist.

and extensive briefs were submitted by both parties for the consideration of your Board. At one stage during the negotiations, the Company proposed that if the employees would accept an increase of 11 per cent in pay and abandon their proposals to change the rules, that the same would be granted. This was refused by the employees, however, as they stated that they were more interested in working conditions, and the features for amendment which they emphasized were the following:—

1. Promotion Districts.
2. Standard Rates of Pay.
3. Scope Rule.
4. Penalty Overtime.
5. Rest Periods.
6. Vacations.

#### SCOPE RULE

During the course of the hearing, lengthy representations were made by the employees as to the desirability and necessity of what is known as a "Scope Rule".

In these days of changes in style and the application of science to industry, the employees were naturally concerned for their future, and in the evidence before the Board, they attempted to define Dining Car Service Employees in such a precise and rigid way as to prevent innovation

and to restrict Management in its right to change either the service personnel or the type of cars to be utilized.

The idea of a "Scope Rule" is not new. It has come before Conciliation Boards in the United States, and only last year an Emergency Board in its report to the President, which dealt with a dispute between the Carriers and Dining Car Service Employees in that country, found it impossible to draft a satisfactory "Scope Rule" which could be recommended for adoption.

This Board has laboured hard to formulate a "Scope Rule", and after lengthy consideration, finds that it is a matter in which it can make no definite recommendations.

While the Board realizes that it is only natural for the employees to be concerned about their future, it hesitates to restrict the function of Management by any such rule, and although it is apparent that changes must occur not only in the personnel but the facilities utilized, it considers that these are matters which should be best left to the consideration of the parties themselves, it recognizes that if a proper spirit is brought to bear on such issues, that Management will not be unduly restricted, and at the same time the employees' rights to security of position and seniority will be given sympathetic consideration.

#### GRADUATED RATES

In the present agreement between the parties, different rates of pay are specified for the Dining Car Steward, Cafe Car Steward, Buffet Car Steward and the Dining Car Chef and Cafe Car Chef. These differential rates are of long standing and have been recognized over the years.

Where the function of a man's occupation is to produce a greater amount of service and to have jurisdiction over a larger number of subordinates, it is surely a proper criterion for a higher rate to be paid than where the service produced is less and the number of subordinates under him is fewer.

The Board therefore believes it illogical to grant the Dining Car Steward's rate of pay to both Buffet and Cafe Car Stewards and it also considers it illogical to grant the same rate of pay to Dining Car Chefs, Cafe Car Chefs and Buffet Car Chefs. The Dining Car Steward has under his supervision a crew of 10, the Cafe Car Steward has under his supervision a crew of not

more than 4, while the Buffet Car Steward has at most only 2 under his supervision. The Board therefore recommends that the differential rates of pay between these classes of employees should stand.

## RATES OF PAY

In Article I of the existing agreement, the rates of pay governing the Service of Dining, Cafe and Buffet Car Employees are as follows:—

	Basic Monthly Rates	Hourly Rates	
		Pro Rata	Time and One-Half
Dining Car Stewards 1st Year.....	\$258.57	\$1-2431	\$1-8647
Dining Car Stewards 2nd Year.....	273.57	1-3152	1-9728
Dining Car Stewards 3rd Year.....	288.57	1-3874	2-0810
Cafe Car Stewards 1st Year.....	248.57	1-1950	1-7926
Cafe Car Stewards 2nd Year.....	258.57	1-2431	1-8647
Cafe Car Stewards 3rd Year.....	263.57	1-2672	1-9007
Dining Car Chefs 1st Year.....	248.57	1-1950	1-7928
Dining Car Chefs 2nd Year.....	257.57	1-2431	1-8647
Dining Car Chefs 3rd Year.....	278.57	1-3394	2-0089
Cafe Car Chefs 1st Year.....	243.57	1-1710	1-7565
Cafe Car Chefs 2nd Year.....	253.57	1-2191	1-8286
Cafe Car Chefs 3rd Year.....	258.57	1-2431	1-8647
Second Cooks 1st Year.....	223.57	1-0749	1-6123
Second Cooks 2nd Year.....	233.57	1-1229	1-6844
Third Cooks.....	203.57	.8978	1-4681
Fourth Cooks.....	186.57	.8970	1-3455
Pantrymen.....	186.57	.8970	1-3455
Waiters 1st Year.....	186.57	.9066	1-3599
Waiters 2nd Year.....	198.57	.9547	1-4320
Buffet Car Stewards.....	213.57	1-0268	1-5402

The employees, in the brief, presented many arguments why the rates ought to be increased by as much as 20 per cent and as previously stated, the company had advanced a proposal whereby there would be granted an increase of 11 per cent if the employees would be satisfied with the existing rules governing their service.

After this Board was in session for some time, it was learned that another Board of Conciliation presided over by Mr. Justice R. L. Kellock of the Supreme Court of Canada was also engaged on the question of the rates of pay affecting over 140,000 of non-operating railway employees presently working on Canadian Railways. Included in that Board's jurisdiction were also the Dining Car Service Employees on the Canadian National Railways. After a lengthy investigation and an exhaustive analysis, this eminent Board recommended that the rates of pay of such employees be increased first by 7 per cent and that there be added to the same an additional sum of 7 cents per hour. After giving consideration to the matter, this Board believes that it ought to follow the recommendation as to increased rates of pay given by the Board presided over by Mr. Justice Kellock. This Board therefore recommends that the majority award of the said Board, namely, an increased rate of pay of 7 per cent plus 7 cents per hour be granted to the employees in the Dining Car Service now employed by the Canadian Pacific Railway.

## WORKING CONDITIONS AND OVERTIME PAY

Under the present agreement, 208 hours or less in assigned service constitutes a basic month's work.

After 208 hours and up to 240 hours of service, *pro rata* pay is given, but time and one-half at the *pro rata* rates is granted after 240 hours have been worked as a punitive or overtime rate.

The employees requested that overtime should commence immediately after the basic month is completed, that is, after 208 hours of service in any one month.

The employees also placed much emphasis on the desirability of reducing the length of certain runs, especially the run from Winnipeg to Vancouver and return. On this particular run, the employees are two nights on the train whilst going to Vancouver, and have a rest period there of from approximately 10 o'clock on the arrival day, the whole of the ensuing night and the next day until approximately 6 p.m. They then proceed back to Winnipeg, are two whole nights en route and have a lay-over period there of three nights and four days. As compared with the runs from Montreal to Winnipeg and from Toronto to Winnipeg and return, the employees are two nights on the run each way, that is, they first sleep on the train during four successive nights and have two days and nights lay-over in Toronto or Montreal, as the case may be. The length of these runs was not objected to, and in the opinion of the Board, are more onerous



than the run from Winnipeg to Vancouver and return. The Company objected to the shortening of these runs, and after considering the matter, the Board does not feel it can make any recommendations as to curtailment in time in regard to these shifts of service.

Coupled with this matter, however, the Board has also considered the sleeping accommodation afforded to the Dining Car Personnel whilst en route. The employees are now required to sleep in small camp cots, or in chairs assembled in the semblance of a bed, which is not level, and which is only covered with a thin mattress. These cots or chairs are spread for sleep in the dining cars, and the employees, while resting, are disturbed by traffic through the cars by the operating personnel. The Board does not consider that such sleeping accommodation is conducive to proper rest or sleep. It believes that better sleeping accommodations should be given to the employees as soon as possible. It was brought to the Board's attention that dormitory cars were provided for sleep and rest by the railway companies in the United States for their Dining Car personnel. The Board considers that such accommodation might be provided by the Company when diesel power is in operation on all main line trains carrying Dining Cars.

In 1949, the employees of both the Canadian Pacific Railway and Canadian National Railway served notice requesting the reduction of the working month to conform with the principle of the 40-hour week. The dispute concerning the Canadian National employees was considered by a Conciliation Board under the Chairmanship of Mr. Justice J. O. Wilson. This Board considered that the impossibility in many cases of reducing hours owing to the length of the runs was a sufficient reason for leaving the commencement of overtime as at present existing. The question was also considered by a Board presided over by Chief Justice E. K. Williams of Manitoba in 1947, and the commencement of penalty overtime was established after 240 hours of service. It is to be noted, however, at the present time, that the 40-hour week has now been established on Canadian railways for non-operating employees. The evidence before this Board was to the effect that the average assignment of the Dining Car Employees was 215 working hours per month, and whilst this Board agrees that the length of the runs may be impossible of curtailment at present, it believes that overtime or punitive pay should commence and be paid after the

basic month of 208 hours is worked. This means that in a month of 26 working days per month at 8 hours per day, the employees will be working 208 hours and if the company cannot curtail the length of runs, it recommends that overtime pay at one and one-half times the *pro rata* rate should be paid immediately after 208 hours are worked.

This Board believes that the only just principle governing overtime is that overtime pay should commence when overtime begins and it also notes that the average working week is 41.2 hours for employees now engaged in the durable goods industry, and 41 hours on railways. (Report of Mr. Justice Kellock, dated 21st November, 1952, at page 29.)

#### TURNAROUND ASSIGNMENTS

##### (Article 3a)

This request of the employees would mean that men, now working a basic month of 208 hours or the equivalent of 26 days of 8 hours each, would in some cases receive a full month's pay for half a month's work, that is for 13 working days, where they are now required to serve 26 days. The Board therefore cannot concur in this proposal.

##### (Article 3)

The Company asks that the note and examples following 3 (c) should be deleted, there does not seem to be any merit in deleting the examples as they clarify the article and they should remain.

The note is not now applicable as this service has been discontinued.

The employees proposed the elimination of the footnote in the present agreement reading:—

"This does not apply to regularly specified layover at away from home terminal as in regular assignment."

This would mean that employees in a regular assignment such as on the Winnipeg-Vancouver run, who now receive 33 hours and 50 minutes layover at Vancouver, in order to rest up for the return trip would be entitled to 12 hours compensation and to this the Board cannot concur.

The employees also requested that the following words be substituted: "For employees in either assigned or unassigned service, terminal time will commence at time of release at away from home terminal. If not used in any service within 12 hours, terminal allowance will commence at expiration of 12 hours and continue for 12 hours."

The Board does not, however, concur in the foregoing as there is now an allowance of 8 hours for the 24-hour period at layover terminals.

#### Article 4

##### *Reporting and Held for Duty*

This article can be brought down into five different categories:—

1. Assigned employees called and reporting for duty.
2. Assigned employees required to perform non-operating work.
3. Assigned employees required to perform non-operating work after having reported for duty.
4. Assigned employees required to perform non-operating work immediately before being released from scheduled trip.
5. Unassigned employees required to perform non-operating work.

##### *Answers*

1. Both the Company and the employees request a change in this article. The application of the rule as now written is expensive to the company, but inasmuch as it involves loss of layover to employees, possibly long trips to and from their home, carfare and interference with their social activities, outside duty, the Board recommends that the rule remain as now written.

2. If such employees are called to come from their home and then lose part of their layover, the Board recommends they should be paid as in Number 1 above. If, however, they should be on the premises, the Board recommends that they be paid double, on a minute basis to the nearest 15 minutes, once for performing the work and once for loss of layover.

3. In this case, the employee does not lose any layover but no doubt they have to work harder in order to adjust conditions on the car to which they transfer. The Board considers the employees are not justified in asking for extra compensation.

4. In this case, the employees cannot help but lose some of their layover and they have extra work to perform. The Board recommends that in such cases the employees be paid twice, i.e., once for the extra time required to do the work, once for the loss of layover; both should be adjusted on the minute basis to the nearest 15 minutes.

5. Both the employees and the company request revision of Clause B. The Company requests a change whereby employees held after 4 hours will be paid on the minute basis instead of full 8 hours if held after 4 hours. The employees' request is to the effect that if held after 8 hours, they will be paid on the minute basis. The Board recommends no change be made in the present rule.

#### Article 5

##### *Rest Periods*

The employees propose the elimination of Section 2 of this article. We understand that when cars are running with reduced crew, the volume of business may fluctuate and reduced crews are at times required to serve more meals than can satisfactorily be taken care of before closing time at 10 p.m. In the past, we understand there have been disputes between the company and employees regarding the eligibility of claims for overtime, it therefore seems advisable to have a yard stick as a guide to settling such claims. We would suggest, however, that the officers of the department should continue to make every effort to ascertain the number of passengers who are likely to require meal service and staff cars accordingly.

##### *Article 7 (a)*

##### *Assigned Employees*

The Company suggests revision of this article for clarification and sets a maximum of 16 hours in a 24-hour period for loss of layover. This is a compromise to the employees, but it was no doubt put in to offset other clauses of less advantage to the employees. The Board does not consider that in view of other recommendations favourable to the employees, that any change should be made in the present maximum of 12 hours in a 24-hour period.

##### *Article 7 (aa)*

The Company states their suggested change is for clarification only and does not involve any basis change. In view of this, we suggest that no change be made in the present rule.

##### *Article 7 (c)*

The employees request payment for loss of layover incidental to late arrival of trains at home and turnaround points. The Board recommends that in cases of trains being 24 hours or more late, employees should be given extra layover or paid compensation for the hours in excess of 24 hours on the basis of being paid twice, i.e., once for the service hours and once for the loss of layover. Layover compensation should not be computed at more than 16 hours in any 24-hour period.

##### *Article 7 (e)*

Both the Company and the employees request changes in the clause. The Company for simplification only, but the employees' request was to the effect that



at all terminal points, a sufficient number of men would be assigned as standby men, which would take away from the Company the prerogative contained in the present clause where provision is made that standby would be maintained only "where business warrants." The Board does not concur in the employees' request which would, if concurred in, restrict unduly what appears to be a proper function of management.

#### *Article 7 (f)*

The employees suggest a new clause reading: "When extra or spare men are used to fill vacancy in assigned service, such employees will be considered as being an assigned employee." The Board feels that there is some justification for the employees' request and recommends its inclusion in the agreement.

#### *Article 7 (g)*

The Company requests a new clause reading as follows: "Where a regular assignment has been temporarily discontinued due to train mishaps, strikes or acts of God such as: storm, hurricane, earthquake, flood, etc., the employees affected when at their home station, shall be privileged to operate on the spare board; when regular assignment is restored, the displaced men will be returned to duties on a first in—first out basis." The Board understands that this is the present practice and recommends that the new clause be adopted.

#### *Article 8*

##### *Seniority*

The Company requested that in granting seniority to new employees, the basis of setting up their service would be changed from 6 months to 156 days actually worked. The Board recommends adoption of this rule.

#### *Article 8 (b)*

The Company suggests certain revisions for the purpose of clarification, in view of the fact that employees are familiar with the present wording, the Board recommends that no change be made therein.

#### *Article 8 (c)*

Both the Company and the employees suggested revision of this clause. The Company suggested that particulars would be bulletined for 10 days instead of 20 as at present. The Board considers this is a matter of mutual agreement and makes no recommendation herein. The employees' request is to the effect that the monthly guarantee of employees exer-

cising their seniority rights and change of time, will not be impaired. The Board cannot concur in this request, but recommends that a senior employee, while waiting a new assignment at home terminal, might be assigned to replace a junior employee, who might be performing terminal duties.

#### *Article 8 (d)*

The Company requests that this clause be deleted. The Board can see no advantage in deleting the clause. As it is now familiar to all employees, it recommends it should not be changed nor eliminated.

#### *Article 8 (e)*

The Company requests a change in this clause for simplification but the Board cannot see any merit in the suggested change, and recommends that it remain as at present, with an added clause, to protect employees who when assigned to a temporary vacancy might lose one in a higher classification. The addition of the following is hereby recommended: "In no case will the application of this rule lessen the amount paid to employees assigned to temporary vacancy."

#### *Article 8 (g, h, and j)*

The Company suggests a revision for clarification only. The Board recommends that no changes be made therein.

#### *Article 9 (a and b)*

##### *Promotion District*

The Board does not believe that the runs between Winnipeg and Vancouver are any more onerous than the runs from Montreal and/or Toronto to Winnipeg. As a matter of fact, the last two runs involve two days on the train in each direction without any off train rest at Winnipeg, whereas the Winnipeg-Vancouver runs entail only two nights continuous on the train in each direction with one night's rest off train at turnaround points. In view of the evidence submitted regarding the undesirability of cutting out cars at Swift Current and Medicine Hat, the Board does not feel justified in recommending a change in the operation, whereby cars run through from Winnipeg to Vancouver.

The operation of cars through from Winnipeg to Vancouver, when permanently put into effect recently disturbed the relative standing of crews in Toronto, Winnipeg and Vancouver districts inasmuch

as it gave Toronto and Winnipeg an additional crew and took away two crews from Vancouver. The Board understands how this affected the seniority rights of various employees, inasmuch as senior employees in the Vancouver district were laid off and possibly men with less service in Toronto and Winnipeg were given employment. However, we understand that with the inauguration of cafe service on the Kettle Valley Line, most of the senior men have been put back into service.

To restore the former practice of cutting out cars at Medicine Hat and Swift Current would again affect the rights of certain senior employees and inasmuch as the organization does not suggest the cutting out of Toronto-Winnipeg crews at Fort William, it would mean that Vancouver would gain two crews and Winnipeg would lose two crews. This is particularly undesirable to Winnipeg, as they do not have the same opportunity to participate in summer tourist business handled on the Mountaineer and special trains, nor in military business arriving from Korea. The Board suggests that, in future, before changes are made involving the redistribution of cars affecting a number of districts that the same should be discussed between the officers of the Company and representative of each district affected.

#### *Article 10*

##### *Method of Promotion*

The Company suggests revision of Clause 10 (a) and (b). The Board does not feel there is sufficient merit in the Company's proposal for revision of this clause and recommends it should remain as at present.

#### *Article 11*

##### *Reduction in Staff (a) and (b)*

The Company suggests revision for the purpose of clarification. The Board suggests that there is not sufficient merit in the Company's proposal and recommends no change.

#### *Article 12*

##### *Transferring of Employees*

The Company requests revision for the purpose of clarification but does not propose any change in the present practice. The Board recommends that no change be made therein.

#### *Article 15*

##### *Staffing of Cars*

The Company requests that this clause be deleted. The Board cannot concur with the Company's suggestion that this clause be deleted.

#### *Article 16 (a, b, and c)*

##### *Miscellaneous*

The Company requests revision of these clauses for the purpose of clarification but the Board cannot see sufficient merit in the change of the wording to recommend its adoption.

#### *VACATION AGREEMENT*

The employees request a change whereby they will be compensated at a daily rate representing 1/26th of the monthly rate, applicable to the class of service to which they were assigned at the time of taking vacation, instead of 1/30th of the monthly rate. The Board concurs in the employees' request.

#### *ESCALATOR CLAUSE*

As this Agreement will probably be made for not more than a term of one year, and the cost-of-living trend appears to be downward, the Board considers that such a clause is not warranted under present conditions.

#### *CONTRACT TERM*

As the present Agreement expired on April 29, 1952, the Board recommends that the term of the new contract should run from the date of ultimate agreement between the parties.

All of which is respectfully submitted.

Dated this 15th day of December, 1952.

(Sgd.) JAMES H. STITT,  
*Chairman.*

(Sgd.) WM. G. CURRIE, QC.

#### **Minority Report of Board Member C. W. Rayfield**

To:

The Hon. MILTON F. GREGG, VC,  
Minister of Labour,  
Ottawa, Ontario.

Dear Mr. MINISTER:

With great regret, I do not find it possible to agree with all the recommendations made, in this Case, by my Colleagues.

I am fully in accord with the recommendations made in report signed by the Chairman, with one exception only, viz. Article 2 "Working Hours". The present agreement reads: "Two hundred and eight (208) hours or less, in assigned service, shall constitute a basic month's work. Hours in excess of 208 and up to 240, will be paid at *pro rata* rates. Service hours in excess of 240 shall be paid for as overtime at the rate of time and one-half the *pro rata* rate on the actual minute basis to the nearest 15 minutes".



The Chairman has recommended that overtime—or punitive pay—should commence after 208 hours. So far as local runs are concerned, i.e., those which are completed and employees back at their home station in one or two days, it is not a difficult matter to relieve employees within a few hours of the basic month, thereby avoiding any great amount of overtime, or undertime; on transcontinental trains, however, where nine crews are operated, such as on the Winnipeg-Vancouver run, trains 7 and 4, the crew starting out on the run on the first of the month puts in 228 hours 50 minutes, whereas the fourth crew starting out on the fourth of the month puts in only 196 hours 15 minutes. The average working time for the nine crews is: 218 hours. In the first case, employees are paid 20 hours 50 minutes overtime, while the fourth crew is paid 11 hours 45 minutes unearned time. To insert an additional crew in the line, on the basis of the increase recommended by the Chairman, would cost \$2,696 per month, and would reduce the working time of each crew to 196 hours 15 minutes, thereby giving each crew 11 hours 45 minutes unearned pay each month. I cannot agree to this heavy additional expense and the payment of so much unearned time each month.

I am fully aware that the average work-week for employees now engaged in the Durable Goods Industries is 41.2 hours, and on railways 41 hours, but do not feel that these comparisons are a proper yardstick with which to measure the hours worked on a dining car. In the first place, the above averages are set on the basis of the time at which employees punch the clock in the morning, punch out at lunch time, in again after lunch, and out at night. They may spend anywhere, from a few minutes up to an hour or more, in the morning and at night, going to their work and returning at the end of the day, whereas on a dining car, on transcontinental trains (these are the ones most affected by overtime pay), the employees are on the car and are paid from the time they get up in the morning, at 6 a.m., until they go to bed at night, at 10 p.m. They are under pay while making their ablutions, and while eating breakfast, lunch and dinner, and is it very exceptional when employees do not have two hours or more relaxation during the afternoon. It is true, 16 hours a day is a long tour of duty, but there are certain favourable conditions in that employees have lengthy periods at their home station between trips, which they can spend with their families, go to places of amusement, etc.

The wages and working conditions of Dining Car Employees and Sleeping Car Porters, on the Canadian Pacific and the Canadian National, have, over the years, been pretty much on an equal basis, and, inasmuch as the Canadian National Dining Car Employees have been, and will continue to operate on a 208-hour month, with overtime at *pro rata* rate up to 240 hours, and at time and one-half after 240 hours, I am confident that if this Board were to recommend more favourable conditions on the Canadian Pacific than are now in effect on the Canadian National, it would cause dissatisfaction among the employees of the latter road.

The Sleeping Car Porters on the Canadian Pacific are now working on a 208-hour month, with *pro rata* overtime up to 240 hours and time and one-half thereafter. They did not ask for any change in their application for increased rates before the Kellock Board, and are evidently satisfied with the present arrangement.

I would like to point out that the question of penalty rates for hours in excess of monthly guarantee has been up before Conciliation Boards in the past, and in each case the decision given was in favour of a cushion of non-punitive overtime.

In 1947, the question was handled by a Conciliation Board under the chairmanship of Chief Justice E. K. Williams, when he ruled as follows (when the basic month in Dining Car Service then existing was 240 hours), that penalty overtime (i.e. time and one-half) should start to accrue after 245 hours; overtime at *pro rata* rate to be paid between 240 and 245 hours.

In 1949, the employees of both the Canadian Pacific and Canadian National served notice requesting the reduction of the monthly work month to conform with the principle of the 40-hour week. The dispute concerning Canadian National employees was considered by a Conciliation Board under the chairmanship of Mr. Justice J. O. Wilson. In its report, the Board recommended as follows:—

“Dining and Sleeping Car Employees.

“Dining car employees include Stewards, Waiters, Cooks and Dishwashers. The sleeping car employees include Sleeping Car Conductors and Porters. The basis of employment of these men is different than that of other classes of rail workers by reason of the requirements of the service in which they are engaged. They are paid for 240 hours of work per month and can be required to work 240 hours per month. In point of fact, most of them work less and we are informed that the

average hours on duty are about 225 per month. The nature of their work is such that they must be on duty continuously for considerable periods en route, but the hours of duty include periods of relaxation and rest when they are not required to give service to the travelling public and time consumed in taking meals which are not deducted. Those of them who are required to be absent from home for long continuous periods during the month are generally granted compensating periods of rest at home during the month.

"The application of the general formula we have recommended for other railworkers to these two classes is not easy. We think the fair thing to do is to reduce the guaranteed and required monthly hours of these employees to 224 hours per month. They should be paid for those 224 hours per month at the rate of 106.63 per cent of their present hourly earnings.

"Considering the impossibility in many cases of reducing hours in these trades to the 224 hours per month standard, we think that penalty overtime should be payable, as at present, for hours in excess of 490 in a two-month period, with the new standard rate for the hours in excess of 448 and not

greater than 490. This recommendation follows the general lines of that made in respect of dining car employees by the Presidential Emergency Board in the report already referred to, except that there the reduction in standard work hours was greater."

It will be observed that the Board again considered it necessary to retain a cushion of excess hours payable at *pro rata* rates.

The final settlement of this dispute, in conformity with the adoption of a 40-hour week for the non-operating railway employees, provided for the work month of 208 hours with *pro rata* pay for hours in excess of 208 and up to 240, penalty rates to apply thereafter.

The decisions rendered by these two Boards confirm my belief that no change should be made in the present Agreement, which provides a basic month of 208 hours, with overtime at *pro rata* rates up to 240 hours, and overtime at time and one-half thereafter.

All of which is respectfully submitted.

Yours very truly,

(Sgd.) C. W. RAYFIELD.

## Report of Board in Dispute between

Canadian National Railways

and

Brotherhood of Railroad Trainmen

The Conciliation Board appointed in the above matter, consisting of His Honour Judge W. S. Lane of Picton, the Hon. Senator A. W. Roebuck, QC, of Toronto and Mr. Theodore R. Meighen, QC, of Montreal, has met the parties at the City of Toronto on July 22, July 23, October 1 and November 4, 1952. In addition, the Board met in executive session at the City of Toronto on the 28th of October, 1952.

The parties were respectively represented as follows:—

### *For the Company—*

Mr. R. Hayes, Chairman of Negotiating Committee,  
Mr. F. E. Jones, Vice-Chairman,  
Mr. W. G. Cunningham, Member,  
Mr. L. S. Wilson, Member,  
Mr. M. L. Milner, Member,  
Mr. G. S. Young, Member,  
Mr. J. C. Munro, Member.

### *For the Union—*

Mr. A. J. Kelly, Chairman of Negotiating Committee,  
Mr. L. C. Malone, Secretary of Negotiating Committee,  
Mr. C. W. Stanley, Statistician,  
Mr. D. Paltiel, Statistician,  
Mr. P. S. Rody, Member,  
Mr. P. R. Lewis, Member,  
Mr. T. D. McLaughlin, Member,  
Mr. R. H. Morrison, Member,  
Mr. W. G. McGregor, Member.

At the first and second meetings on July 22 and 23, Mr. Kelly conducted the case on behalf of the Employees, assisted from time to time by other members of the Bargaining Committee and by Mr. Paltiel, one of their technical advisers. By reason of illness, Mr. Kelly was not able to be present at the third meeting on October 1, and Mr. Malone conducted the case with the assistance of the technical

advisers at that time. Mr. Kelly, however, was fortunately able to attend the last meeting of the Board, and conducted the negotiations on behalf of the Union, with the assistance of Mr. Malone, on November 4. The case on behalf of the Company was conducted by Mr. Hayes, with the assistance of Mr. Jones and the other members of his Committee.

The requests made on behalf of the Employees were almost all requests which could be classed as economic in nature. They consisted of a request for wage increase of 35 per cent across-the-board, an escalator clause, reduction in hours with maintenance of take-home pay for certain classes of employees, and two more or less unimportant rule changes which, while not serious in impact upon the economy of the Railroad, did have an economic import. Management, on the other hand, asked for seven rule changes on the Atlantic and Central Regions, and seven rule changes on the Western Region. Many of these requests for rule change were the same on the various regions, but were duplicated by reason of the fact that separate agreements are in effect on those systems.

The issues were very thoroughly canvassed by both parties. The Union went to great lengths to show the necessity of their various requests, particularly with regard to the request for wage increases, where they attempted to show that there were many grounds which entitled them to various amounts of increase individually, but which when taken in conjunction showed, in their view, that their request for 35 per cent increase was not unreasonable. They advanced many arguments supporting their escalator clause, as well as their request for a forty-hour week for yardmen with maintenance of take-home pay. In the latter connection, they pointed to the experience on American railways, which they felt was the place to look for a proper comparison on this issue.

The Company, on their part, supported their requests by showing or attempting to show that the rules concerning which they were asking for amendment or elimination had been in effect many years, many of them since 1919, and had grown antiquated. They had, by changing conditions, become burdensome and expensive, and generally detrimental to the efficient operation of the Railway. They went thoroughly into each rule and the basis for their requests, showing that some of the rules had very little foundation in reason and were merely a growth from

On December 31, 1952, the Minister of Labour received the majority and minority reports of the Boards of Conciliation and Investigation appointed to deal with matters in dispute between the Brotherhood of Railroad Trainmen and (1) the Canadian National Railways and (2) the Canadian Pacific Railway Company.

The railway personnel affected by the disputes are set forth in the reports reproduced below.

The Conciliation Board affecting the employees of the Canadian Pacific Railway Company was under the chairmanship of His Honour Judge W. S. Lane. The nominee of the company was Norman L. Mathews, QC; the union nominee, the Hon. A. W. Roebuck, QC.

The Conciliation Board in the dispute affecting the employees of Canadian National Railways had the same chairman and the same trade union nominee. The nominee of the Canadian National Railways was T. R. Meighen, QC.

The majority reports, which under the provisions of the Industrial Relations and Disputes Investigation Act constitute the reports of the Boards, were signed by the chairman and the company's nominee in each case. The minority reports were signed by the Hon. Mr. Roebuck.

The majority and minority reports in each case are reproduced herewith.

practices which, in some cases, had been inherited from railways absorbed into the Canadian National.

There was considerable rebuttal evidence given by the Company with regard to the cost factor involved in the various monetary requests of the Union. There was considerable stress given to the fact that, if the Union's request for a 35 per cent increase were granted, it would cost this Railway 11½ million dollars per year, and that if a change in the hours of work were granted to yardmen, it would add an additional cost factor of more than four million dollars. In addition, the Company went very thoroughly into the question of increased cost of living, and pointed out that, if taken from the date of the last settlement to this date, the increase in the index would be substantially less than 8 per cent rather than the 10·3 per cent which was set out by the Union in their statements to the Board. They pointed to the position of the Company with regard to rate increases, and urged that such an additional



cost would be most serious from the standpoint of the operation of the Company. They urged that there be some amendment as requested by them towards allowing more efficient operation of the Railway so that it would be in a position to successfully compete in the transportation field.

All issues were competently met and thoroughly discussed by all parties, both by way of defence and by way of rebuttal on defence, so that the Board had an understanding of everyone's point of view upon the issues before we made any attempt to formulate our report. After the issues had been thoroughly placed before us, and after the Board had met in executive session to correlate our thinking, the Board met the parties and made a serious attempt to see if there was any possibility of getting the parties on some common ground towards a settlement. It was found that there was no such possibility, and the Board found itself in the position, then, of making our findings and formulating our report. We do this with the feeling that, while there is some serious amount of difference on the issue of wages as well as on certain other issues, the parties will, after having received the report, find it possible to renew negotiations and work out a settlement along the lines of this report.

Generally speaking, this Board does not consider that there is any special sanctity to be found in a set of rules merely because they have been in effect a great number of years. Neither are we able to find that the fact that because those rules originated from the so-called MacAdoo award makes them any more sound in principle than any other rule. Conversely, we are not prepared to find that the fact that these rules came to Canada in the MacAdoo award from the United States should make these rules any less acceptable to us. In our opinion, every rule or term of any contract must justify itself by its own terms, and in the net analysis by its result in operation. These rules have, in some cases, been in effect a great number of years. This fact must be considered when we come to assess the value of the particular rule. If they had not been relatively satisfactory, surely they would have been changed during the years. On the other hand, conditions do change from time to time, and old rules do have a tendency to become obsolete, antiquated and no longer useful. Some may become harmful and a hindrance. If this is the case, we feel that it is in the interests of both management and the employees that these antiquated, harmful or damaging rules should be changed. This must be so, even if a number of

employees, large or small, are adversely affected by the change. We must remember that the interests of each employee by and large must be identified with the common interest. No individual has a higher right than the greatest number, and therefore no special group has a right to maintain a rule which may grant special privilege, but which in giving that special privilege does so at the expense of the larger group. It seems to us that the individual interest must be governed by the group or over all interest. Following this thought, it seems to us that the only way by which the interests of the employees generally can be maintained is to see to it that the Railway operates efficiently. In other words, the interests of both Management and the Employees must stem from a healthy operation of the Railway. This must be without exploitation on either side. The Railway must be allowed to operate efficiently, while the employees must be paid and provided with conditions of work which will recognize the dignity of the individual as well as the real contribution which he gives to the operation of the Company. In addition, we must remember that the welfare of this country as a whole is more than we wish to admit dependent upon the Railways. The welfare of the Railways, in turn, depends largely on co-operation between its employees and its management. It follows, then, that the disputes involved in this Conciliation must be worked out, not in the interests of the Company, not in the interests of the Employee, but in the interests of both parties without any bias towards either. We have approached the issues with these thoughts in mind.

On the question of the request for wage adjustments which will be specifically referred to later on in this report, we feel that we must approach this problem bearing in mind the factors hereinafter set out, in addition to those already enumerated. The men, in our opinion, have made out a case for some increase in their wage rates, if we are prepared to concede that cost of living with its related factors has a bearing on wage rates. It would be well to remember, in this connection, that cost of living as tied to the index, or any increase however measured, where it is present with an inflationary trend, carries with it where there is no escalator arrangement a cumulative loss to the worker, or for that matter to the salaried employee. In addition, as a co-existent factor in the question of cost of living, but not measured by any index, is the question of direct and indirect taxation which has been and is continuing to

mount, with its impact upon the income of the individual and its resultant reduction in the standard of living of that individual. In this connection, it might be well for us to remember, however, that Railway trainmen are no different than is any other segment of society in so far as the impact of taxation is concerned; both have to the degree of taxation a depletion of their take-home pay and a reduction in their standard of living. These factors may well be considered when assessing the issue of the rising cost of living, and how it affects the individual in relation to an increase in wage which he may or may not have made out. There are other arguments advanced in this Conciliation dealing with the increase of productivity of the individual trainman and the collateral arguments that the individual trainman is entitled to his share of the increase in national production as is shown by the increase in amount of goods and services available to each person in the country.

We think most of us agree and must agree that cost of living with its correlated factors is a matter of great importance to any person living on a fixed income, whether it be hourly wage or a salary, and that the individual who can point to an increase in that cost of living has, to some degree, made out a case which requires a wage adjustment. How far that wage adjustment should go depends on how far back one is prepared to go in making comparisons, and how many of these factors one is prepared to admit has an effect upon the wage rate. The Board was not particularly impressed by the argument that the individual employee had a claim to increase in his wage rate to provide for the purchase by him of his share in the goods and services made available by the increased national production. There is no doubt that indirectly every person has a stake or share in that increased national production and the goods and services made available thereby, but we feel that this argument does not directly enter into the wage problem as a basis for increase, and that the share in those goods and services is automatically covered in any scale of living or in any increase in wages which may be measured by any general basis of comparison. To utilize the increase in national production as a basis or argument from another standpoint seems to us to be fallacious, because it is not so much national production that counts in this regard as does national consumption, and we have no evidence of increase on that basis. Even if we had, however, it appears to us that it is going too far to say that this

is a separate element involved in wages which must be considered, because we feel it is a matter which is automatically taken care of by the economy of the country. The Board was also not impressed with the argument that there had been a significant increase in the productivity of trainmen. The evidence did not seem to completely bear out this thesis. It may be that there is some truth in this statement, but once again it depends on where the base of comparison is taken. If we compare the present to certain periods of slack operation of the Railway in the past, it may be that by comparison the trainman is producing more now than he did then. Such a comparison, however, does not seem to us to be valid. We feel that the only fair comparison would be between relatively equal periods where some technological change such as an introduction of diesel power might possibly have been the basis for a change in work load. Under those conditions, there might have been a change in productivity which would have to be recognized. There was no evidence before us here that there was any such factor involved. Nevertheless it is true that all these factors must be considered and must be weighed when arriving at a figure which would be a proper figure upon which to fix the rates for the Railway at this time.

There is an additional factor, however, that must be considered. The wage rates were fixed by agreement on March 3 of 1951, when the last known cost-of-living index was for January. It would seem that there would be much to be said for the argument that, when two parties sit down and agree on a rate, the resultant rate is usually a proper one. Such agreement, therefore, should at least leave room for the argument that we should not go back of January 1951, in making our comparisons for wage increase. Were this done, and were we to take into consideration the present index, we would have to find that the amount of increase indicated now would be less than 8 per cent. There is another factor which must be considered in our thinking upon this matter. It is to be found in the settlements with the Locomotive Engineers and the Brotherhood of Railway Conductors. It is true that these settlements, except in so far as they may lend some confirmation to this basic argument of rate structure, should have no effect upon this Board because those organizations deal for their own membership and in no sense are, or should be allowed to set the bargaining for other groups. The Company also alleged at the hearings that



they had offered the Brotherhood of Railway Trainmen during negotiations a 9 per cent increase, which was refused, and of course was withdrawn upon refusal. The Company now takes the position that, under present conditions, they would not be prepared to make so high an offer.

There is an additional and very important factor involved in this wage issue. It might be considered in relation to the aspect of ability to pay. Without question, the operation of the Railways in this country is marginal. Their rate structure is a controlled structure and one which is rather judiciously guarded by the Board of Transport Commissioners. This fact has been borne out by the recent decision of that Board refusing a rate increase to the Railways. This refusal, however, is not the last word and cannot be considered to be the whole answer because, if other factors are in the future put before that Board on another application, it may be that they in their wisdom may deal differently with it. The question which is far more important for us to consider in the matter of this Conciliation is how much rate increase would it be possible for the Railways to add to their present rates without invoking the law of diminishing returns and crippling the operation of the Railways from a competitive standpoint. There is no doubt that other forms of transport take a great deal of the business now, and if rates were increased substantially, those other forms of transport would take an even greater share of that business. Such a result could have disastrous effects upon the Railway employees themselves. It has been said with truth that the Railway employees should not be asked to subsidize the operation of the Railways in the interests of the country in general. With that statement, every member of this Board agrees. It has also been said that it is the special duty of the federal Government of this country to see that the Railways operate by whatever means may be necessary to that end. The statement is true in so far as it goes, but it cannot be expected that any Government can or would be justified in subsidizing a railway operation for the express purpose of putting the Railway employees in an especially favourable position in relation to their fellow workers in this country. We must approach the problem from the standpoint of doing justice to the men, but at the same time we must do justice to the Railways and to the country at large.

This Board, after hearing all the representations and bearing all these factors in mind, are prepared now to find that there

should be a wage increase across-the-board at this time of 12 per cent. In making this recommendation, we point out that, if computed on the average of basic wage rates (\$1.29 per hour), it would mean 15½ cents per hour, but if calculated on the average hourly earnings (\$1.66 per hour) as shown to us by the Union, it would mean 19.9 cents per hour. In view of the fact that earnings are affected in reality by any recommendation, the latter figure is the effective one in fact. While this amount is considerably higher than the amount indicated by the present cost-of-living index, nevertheless when the other factors are considered, we feel this increase is indicated. We do, however, make this recommendation conditional upon the acceptance by the employees of certain rule changes which we are recommending in this report, because we feel that in part some of the increase must be earmarked for the purchase by the Railway of certain changes in the rules. Certainly the amount of our wage recommendation would not be as high if it were not coupled with the rules recommendations.

This wage recommendation is made at the instance of the Chairman, with the somewhat reluctant concurrence of Mr. Meighen. Mr. Meighen had felt that a 9 per cent increase would be more in accord with the realities of the situation, but to get an effective report of this Board and to avoid a disagreement, bearing in mind that there can be no retroactivity involved in this recommendation because of the agreement between the parties shown to us at the sessions of the Board, he has decided to concur with the Chairman in making this recommendation.

On the question of escalator clause, we do not feel that we can make a recommendation at this time for such a clause in this contract. We base our finding in this connection on the fact that, in view of the complicated system of payment in the Railway set-up, an escalator clause would be almost an impossibility from the standpoint of administration. It could not be expected to operate in view of this complicated pay system except on a half-yearly basis, and even then there are many doubts as to its satisfactory working. We recognize that there is much to be said for it if the cost of living is a decisive factor in any wage adjustment, but the factors involved against it, in our opinion, are overwhelming and the value of it is not sufficiently great to make it feasible or even a possibility at this time.

On the Union's request for a 40-hour week for yardmen, we recognize that the



40-hour week is more and more becoming a pattern in industry in this country. We recognize, too, that the 40-hour week for yardmen is in effect in certain American railways, but we must bear in mind in this connection that it was not shown to us by any means that it is in effect in the majority of American railways, and even where it has been put into effect it has not been done with a complete maintenance of take-home pay. We do not feel that without this factor it would be acceptable to the men in Canada. In addition, we wish to point out that conditions in Canada are not conditions in United States, and this applies particularly to the railways, because here with our sparse population and our long rail lines the conditions of operation are not at all similar to the conditions of operation in the areas of much denser population in the United States. Therefore, in our opinion, a comparison between conditions here and there in most instances is not at all valid. We cannot pass this issue without finding that the reduction in hours as requested, with the maintenance of take-home pay, would cost to the Railway an amount of money which is completely out of line at this time with its financial position, and completely out of line with any benefit which the men could hope to get from it. We, therefore, do not recommend that there be any change in this regard for yardmen at this time.

We now come to the Company request for rule change, and in this connection we propose to deal with those requests which affect the Atlantic and Central Regions first. The first request on this district is to eliminate all rules providing for payment of a monthly guarantee in all classes of service. This request applies to and requires changes in Articles 1, 7, 14 and 94 of the agreement on the Atlantic and Central Regions. We have gone into the position of both parties with regard to this request, and while we appreciate the Railway's attitude we are not prepared to accede to it. The men, it seems to us, are entitled to guarantees for their services as is contemplated under these rules, and we do not feel that the Company's requests at this time carry with them sufficient strength to warrant that the Articles in question be amended. We, therefore, recommend that Articles 1, 7, 14 and 94 be not changed in the new agreement.

The second request by the Company is that the paragraph in Article 1, relating to rates of pay in passenger service providing for payment of Assistant Conductors'

or Ticket Collectors' rate only on established assignments for periods of two weeks or more, be deleted. This request is based on the Company's contention that any job should have its job rate, and that irrespective of the length of service the incumbent should be paid at that job rate. Against this, the Union's position is that the man should not be prejudiced by being taken off a better paying job and placed on this type of work irregularly and for short terms with resultant reduction in pay. The Union takes the position that, if the Company does take him off the better paying job and puts him on this job, it is a matter of managerial expediency and the man should be entitled to maintain his own regular pay. The Board feels that there is considerable merit in the Union's point of view, and therefore, we would not recommend a change here.

The third request by the Company is to eliminate (b) part of Article 14, which provides for a guarantee of 100 miles or eight hours to regularly assigned way freight, work and construction trainmen. Here again the Board appreciates the Company's point of view that this Article might be somewhat unreasonable in its cost factor. On the other hand, once the men are assigned to such service, it seems to us that they are entitled to some guarantee, and if for any reason the service were cancelled within the limits of this rule, they should be guaranteed. We, therefore, cannot bring ourselves to recommend an amendment to this rule at this time.

The Company's fourth proposal is to amend the yard overtime rule to provide for payment of *pro rata* rates to a yard helper when required to perform a second tour of duty as a yard foreman within a twenty-four hour period. The Company's position on this is that they have not the right, under the present contract, to do otherwise than call up the man who has seniority, whether or not he has been long enough off to avoid overtime payment. In result, then, in their interpretation of the present agreement, the man works as of right and they have no alternative but to call him even though at the same time, by reason of the present rule, he is entitled to overtime payment. We can readily understand that, if this interpretation is the correct interpretation of the present rule, it leads to an intolerable situation. If management has the right to call up the next man in seniority, who would not be under the circumstances entitled to overtime pay, then we feel that the rule would be reasonable. Overtime, as we understand it, is never intended to

form a part of the wage structure as such to enforce a premium pay, but is rather a penalty payment designed so that overtime assignments will be avoided. Therefore, the decision to call a man who would be entitled to overtime pay should be a matter of election in management if it is to be at all logical; or in the alternative an emergency which by reason of unusual circumstances cannot be avoided, and therefore a managerial responsibility. Here it would appear from the Management's standpoint that the Article operates in another way, and would appear to be merely a way of collecting a premium payment. The Union, however, does not agree with Management's interpretation. We believe, therefore, that there is little difference between the parties in fact, and that if the issue is clarified the ends of justice and reason will have been met. We, therefore, are prepared to recommend to both parties that the present Article 93 in its present form be maintained, but that the following note be added to the rule:—

Nothing in this agreement shall obligate the Railway to call a spare yardman who would be entitled to payment of overtime rates when there are available spare yardmen who could work on *pro rata* rates.

The Company's fifth proposal is to amend the yard overtime rule to provide for payment of *pro rata* rates to yardmen when required to perform a second tour of duty, not continuous, within a twenty-four hour period. This request applies to Article 93, which covers both the situations set out in the fourth and fifth proposals of the Company, and only one amendment is necessary to meet both proposals. Therefore, the comments which we have made with regard to the fourth proposal of the Company would apply equally to this request. We see no reason why the Article itself should be amended, but we do feel that the note of clarification should be added to it.

The Company's sixth request is to revise current rates to provide that initial and final terminal delay in all classes of service be used to make up the minimum day. This request deals with Article 3, and in that connection we would not be prepared to recommend that there be an amendment to Section (a). With regard to Section (b), we feel that this initial and final terminal delay is calculated to provide for payment for services rendered which might be considered as extra services. To the ordinary worker, if he were paid for his eight-hour day and required to stay on, it would be considered as overtime. In the running trades, the eight-hour

day is paid on the basis of mileage or alternatively time. There is no doubt in our mind but that initial and final terminal delay pay should be paid, particularly in view of the fact that it is part of the pay structure on the Canadian National Railways, but we are none too convinced that this should form a premium payment over and above all else. We feel that Section (b), therefore, should be amended so that the last sentence of it will read: "Time so paid may be used to make up the basic day and the monthly guarantee."

The Company's seventh request deals with the elimination of the rule providing for additional payment while switching en route. It appears that this rule is a rule which works as a premium over through freight rates up to way freight rates, and is calculated to compensate for something which is somewhat hybrid in nature. The Board, after thinking this matter over rather thoroughly, have come to the conclusion that at the moment under the present rate structure it would probably not be fair for us to recommend that this rule be eliminated or amended. It is true that the crew on a through freight train is paid for their time or their mileage. From this one might say that the employer has a right to expect them to do any work that was necessary, but where there is switching en route of a sufficient quantity the rates go up to the way freight rates, and therefore if half the switching is done on a through freight there should be something more than through freight rates paid. Under these circumstances, therefore, we must recommend that the present rule continue.

We have dealt with the Company requests on the Atlantic and Central Regions. We must now turn to the Company requests on the Western Region.

The Company has asked for the elimination of the rate differential in freight service on lines west of Edmonton. The present rule calls for a differential of 16 cents per hundred miles more on lines west of Edmonton than applies to lines east of Edmonton. The Company takes the position that the differential may have been justified at its inception in construction days, but that it is no longer justified under the operating conditions of the present. The Union takes the position, on the other hand, that the differential is still justified by the difference in terrain and the conditions of mountain operation. This Board can quite understand that there is considerable difference of terrain on the lines west of Edmonton from that on the lines east. It is difficult for us as



laymen to understand how that terrain affects materially the rail operation. It is difficult for us to understand how the terrain increases hazards to any great extent. We would, therefore, be inclined to the view that the Company has made out a case here. On the other hand, we understand that there is still a differential in existence on the CPR lines in roughly the same area. This, we understand, has not been carried to an issue in the Conciliation proceedings between this Union and that Railway. The differential here is not large. We feel, therefore, under the circumstances that in spite of the fact that, in our opinion, the request is justified, we should not at this time make it the subject of a recommendation.

The Company's second request is to eliminate all reference to daily and monthly guarantees. This Board cannot follow the argument, or at least we are not convinced by the Company's argument, that these guarantees should be eliminated. We feel that the men are entitled to their guarantees, and that they should remain in their present form. We would, therefore, recommend that Articles 1, 2, 3 and 4 should be retained in their present form.

The Company's third request is to eliminate Article 5, Rule 40, in its entirety, and substitute the following:—

The regular way freight trains will not be doubled headed, except where there is but one freight train each way daily and in case of storms, and in which event the tonnage will not exceed the weight of the largest engine attached.

The present rule, which is considerably more complicated than the rule above requested, is, it appears from the Company's point of view, a completely restrictive rule. It appears to have grown on the Canadian National Railway system from something that was in effect on the old Canadian Northern system, and is a legacy of doubtful value. Under the present rule, the maximum number of cars is fixed at 35 if the train is double headed. In the suggested rule, it is not so limited. It would seem that there is protection under the suggested rule where the train is limited to the tonnage of the largest engine attached. It would seem that there is no real basis as to why this amendment should not be granted. As we understand it, there is no such restrictive rule on the Canadian Pacific or on the Canadian National Atlantic and Central lines. We, therefore, cannot see why there should be any objection by the Union to re-writing the rule as presently requested. Taking everything into consideration, therefore, we

are prepared to recommend that the rule be amended in the way that the Company has requested.

The Company's fourth request is to amend the rule to provide that initial and final terminal delay will be paid on a minute basis and that initial and final terminal delay in all classes of service may be used to make up the minimum day. This proposal is somewhat similar to one of the proposals on the Atlantic and Central Regions, and our reasoning there should apply here. In our opinion, there is reason and a sound basis for the rules requiring terminal delay pay, but such pay in our opinion should not be a premium payment which would be paid the employees over and above all other guarantees, but should be for payment for services rendered to the Company generally. Therefore, in all reason this type of payment should be included in and used to make up the minimum day required. We would, therefore, allow the Company's request and recommend the amendment accordingly.

The Company's fifth request is to provide that freight men on extra passenger trains be paid at passenger rates. There is no doubt that there is much to be said for both the Union's and the Company's point of view. There is no doubt, too, that any rule on this subject can have certain cases where an injustice is done to the individual. It is our duty here to make a finding that will do justice to all the parties, or at least to a majority of the parties, on an overall basis. Freight rates are considerably higher than passenger rates, the reason being that the passenger mileage rates are calculated on a higher rate of speed than are the freight rates. The passenger operator is expected to travel further than is the freight man in the same day, and therefore the rate is calculated accordingly. When a freight man, then, is temporarily transferred to passenger service, if his wages are calculated on freight rates, the transfer is a most desirable type of transfer for him as he runs the extra mileage not only at the higher freight rate, but at a much faster speed, and therefore he collects a much greater remuneration for the particular run. This does not seem to be fair to the Railway, or even to the regularly assigned passenger man. Usually where a party is transferred temporarily and for convenience of management from a better paying job to a poorer job in industry, the job rate should not apply and the employee should carry with him his personal rate, because it would mean a reduction in the take-home pay per day



of the transferred employee if done otherwise; but here, by reason of the calculation of the differentials, it would mean no such reduction. Therefore, in our opinion, we feel that the Company had made out a case and the Union should be prepared to agree to the amendment.

The Company's sixth proposal is a request for payment of *pro rata* rates to yard helper when required to perform a second tour of duty as a yard foreman within a twenty-four hour period. This request is almost identical with the request made on behalf of the yard helper counterpart on the Atlantic and Central Regions. Our reasoning with regard to the disposal of that request should apply equally to this request. We would, in general, not be prepared to alter the rule which is Article 1 of the Yardmen's Agreement applying to the Western Region, but we would add a footnote at the end of the said Article in the following form:—

Nothing in this agreement shall obligate the Railway to call a spare yardman who would be entitled to payment at overtime rates when there are available spare yardmen who could work on *pro rata* rates.

The Company's seventh request is in the same form, but deals with yardmen who are required to take a second tour of duty within a twenty-four hour period. The recommendations made in connection with the Company's sixth proposal apply equally to this proposal. The Article affected is the same one as affected under the disposal of the sixth request, and therefore the amendment which we would add to the Article in the form of a note is the same amendment or note that we have suggested to be added with regard to the said disposal in the sixth request.

Dated at Picton, Ontario, this 9th day of December, A.D. 1952.

(Sgd.) WILFRID S. LANE,  
Chairman.

(Sgd.) T. R. MEIGHEN,  
Member.

#### Report of the Hon. A. W. Roebuck, QC

It is with regret that I must report my inability to join in the Report of the Chairman, His Honour Judge W. S. Lane, and concurred in by Mr. T. R. Meighen, QC. There are a number of statements in the Chairman's general remarks which I do not approve, and there are a number of recommendations, particularly that with regard to wages, with which I emphatically disagree.

The Brotherhood has asked for an advance in wages of 35 per cent across the board, and has supported their request on

the grounds of an increase in the cost of living, including a considerable burden of taxation on the one hand, and an increase in the productivity of their work and of Canada generally on the other hand, and they point out that the wages of the classes of employees which they represent have not advanced proportionately to the wages of other classes, and with wages in industry generally. The cost of living has risen since the last increase in wages given to these men in December 1950, when their last agreement was signed. At that time it stood at 171.1, and it increased during the period of the agreement to 188.7 in April 1952, when the Trainmen's new agreement should come into effect, an advance of 10.3 per cent. The increase in taxation to which the railroad has been subjected in recent years has been passed on by the Railway in increased passenger and freight rates to the general public. This is the rule with regard to taxes upon enterprise and production generally in both manufacture and commerce, and the men claim quite naturally that taxation is an element which enters into the maintenance of their standard of living.

The Brotherhood claims that the workers in the Railway industry are entitled to share in the increased productivity of the business in which they are engaged as well as in the industrial progress of the nation as a whole. It is common knowledge that the Railways are hauling much more freight tons behind each locomotive than was possible a few years ago, and the introduction of diesel traction power will continue the trend upward sharply in the future. In 1939, the total value of goods and services produced in Canada amounted to 5.7 Billion Dollars; in 1950 it was 18.1 Billion Dollars, more than three times the 1939 figure, and in 1951, the figure is estimated at 21.2 Billion Dollars. Making all allowances for the increase of prices and the growth in population, it is stated that the amount of goods and services available for each person in Canada have increased from 1939 to 1951 by 52 per cent. The Brotherhood estimates that the standard of living could be half as high again in 1952 as it was in 1939 measured in goods and services available. The Trainmen believe they are entitled to share to some extent in this progress. The Union was able to show increases in real wages to industry generally considerably in advance of the increases obtained by trainmen.

In reply, the Railway management pointed out the increase in the operating ratio from 91.05 in 1950 to 94.37 in 1951. The difficulties encountered by Canadian

Railways in meeting their financial obligations are serious, but it is not a good reason why their obligations should not be met. The Railway's balance sheet is not an element in the cost of equipment and supplies, and, while the employees of the Brotherhood are vitally interested in the success of their industry, they must not be expected to work for a lower rate of wages than is justified by the facts. The Railways are Canada's national life line, and have throughout their history been a concern of the Dominion Government. They are essential to the economy of Canada, and those in authority must take such steps as will enable them to pay their legitimate expenses.

My fellow members of the Board concede that an increase is justified under all the circumstances, and they have recommended an advance of 12 per cent. I disagree only as to the amount. The Brotherhood has asked for 35 per cent, and weighing all the factors, and after a very extensive investigation, I am of opinion that the circumstances warrant and justify an increase of 20 per cent. The average basic rate of all employees of the Canadian National Railways within the membership of the Brotherhood of Railroad Trainmen, as exhibited in their current agreement, is \$1.29 per hour. The increase that I have suggested would raise the rate to \$1.54-8 per hour, which is certainly not excessive when compared to wages paid in industry generally. It must be borne in mind that the members of the Brotherhood of Railroad Trainmen are Conductors, Baggage-men, Brakemen and Switchmen in Yard Service. They are the men who operate the trains under all conditions of hardship and hazards. When one considers the exposure to which many of them are subjected, the irregular hours, and their hours away from home, and the responsibilities which they carry, it seems to me that the rate suggested is thoroughly justified.

The men have asked for an Escalator Clause in their prospective agreement, that is an increase in wages to offset increases in the cost of living should they occur. According to the decision of the Chairman and Mr. Meighen as set forth in the majority report, this is decided against on the ground of difficulty in bookkeeping and budgeting, which make it neither feasible or possible at this time. The writers, however, seemed to have overlooked the fact that the Escalator Clause, or a cost-of-living bonus, is in effect on every Railway in the United States benefiting more than a million employees, and including those

Railway lines operating in the United States under the jurisdiction of both the Canadian National Railways and the Canadian Pacific Railway. Not only so, but a cost-of-living bonus was in effect at the instance of the Government of Canada itself, on the Railways of Canada during most of the years of the recent Great War. There is much to be said in favour of the Escalator Clause for it gives security against fluctuations in the cost of living and has been very widely used for this purpose in railroading and other industry and has not been found economically unsound.

The Brotherhood asks for a 40-hour week in Yard Service only, and the Chairman admits that the five-day week is becoming a pattern in industry in this country. That is so, and the rule is in effect in Yard Service in the United States on many of the major Railways of that country, for instance, the Pennsylvania, New York Central, Ohio Lines, Northern Pacific, Great Northern and other leading railways. The non-operating employees of both Canadian Railways now have it and as well the men who work in conjunction with the Yard Service employees, men who actually operate the cars, such for instance, as those who couple hose, inspect cars, repair cars, track men, maintenance forces and so forth, complementary to the Yard Service. All hourly paid men on the staffs of both Railroads of Canada are on a five-day week with the exception only of the Yard Service employees. They are the last ones to be included, and they are the very class who need it most. The work of the Yardmen is to be distinguished from other Railway trades in that they tramp about on foot, climb on and off cars, wind brakes and endure hard physical work in the open in all conditions of weather and in three shifts throughout the entire 24 hours of the day. I personally endorse the principle. Its application is coming inevitably, and the Railway management would do well to accept it graciously and co-operate in making it effective by the 1st of October 1953.

The wage recommendation in the majority Report makes the increase recommended conditional upon the acceptance by the employees of certain rule changes asked for by the employers and recommended in that report. I do not approve such a proceeding, and I am quite confident that the members of the Brotherhood will not willingly accept changes of rules which they consider to their advantage for any wage or other consideration. The rules in question must stand or fall on their own merits. It



would be a mistake to consider them subject to the compulsion of financial considerations.

I shall deal first with the Company's request and in the order adopted in the majority Report, commencing with the Atlantic and Central Regions.

The first request in this district is for the elimination of all rules providing for payment of the long established monthly guarantee in all classes of service. Such a change would upset the whole way of life in Canadian Railways, and would produce conditions absolutely chaotic. The majority Report rejects the suggestion and I agree with the Chairman and Mr. Meighen.

I also agree with the majority decision in rejecting the Company's request that Freightmen called for temporary service on passenger trains be paid as Assistant Conductors and at a lesser rate than they are paid in their own jobs. When the Company for its own convenience assigns work irregularly and for short terms with resultant disturbance of hours, they should not couple with it an enforced reduction in take-home pay.

In its third request, the Management wishes to eliminate in the rules the guarantee of 100 miles or 8 hours' pay to regularly assigned way-freight work and construction trainmen. For obvious reasons, I join with the majority of the Board in rejecting this request.

The Company wishes it made clear that management is not obligated to call a spare Yardman who would be entitled to overtime rates when there is available a spare yardman who is entitled to *pro rata* rates only. This is the present practice and the Brotherhood has no objection to making it unmistakably clear in the rules, and I join with the majority of the Report in recommending accordingly, but that otherwise the present Article 93 in its present form be maintained.

With regard to the Company's fourth proposal, I join in the majority Report which rejects the request to amend the Yard overtime rule which requires the payment of time and a half to a Yard helper when required to perform a second tour of duty as Yard Foreman within a twenty-four hour period. It may be well made clear however, if desired, that the Company is not required to call a spare Yardman as Yard Foreman to such duty who would be entitled to payment of overtime rates when there is available a spare Yardman who is entitled to *pro rata* rates only.

Company proposal No. 6 is a request to revise the current rules to provide that initial and terminal delay in all classes of

service may be used to make up the minimum day. The majority Report agrees to this, and I disagree. After many years of negotiations and experience, there has been established standard of payment for railway services, and this proposal to make initial and final terminal delay time payment a part of the guarantee is but another method of reducing the established rates of pay. This is not a time for reductions in pay, either directly or by subterfuge, when this entire Board is unanimous on the necessity and justice of an increase in pay.

Company's proposal No. 7. Management wishes to eliminate the Rule providing for additional payment for switching en route. Trainmen are paid per trip on a time and mileage basis, whichever is the greater, from the passing of the outer switches on leaving the initial terminal until arrival at the final terminal. This is a long established rule. Obviously if the crew is required to do switching en route, the time and mileage basis is upset to the disadvantage of the Trainmen. If the universally accepted time and mileage basis is just and equitable, it seems clear to me that additional payment for additional service is not unreasonable. I would therefore reject this request, and I am pleased to note that the majority Report agrees with me.

I now turn to the Company's request on the Western Region.

It has long been recognized that the difference in operating conditions on the lines west of Edmonton are more difficult than on the lines east of Edmonton, due to mountain terrain. There are the hazards of rock and snowslides, the very existence of snow sheds, tunnels and curvatures, to say nothing of steep embankments and great heights which all add to the dangers and have resulted in many fatalities which have occurred in the past. These differences in operating difficulties have been recognized by an almost trifling differential in wages of 16 cents per day additional on the Western section. This the Company asks to abolish. I agree with the majority that it should be maintained, but not for the reasons specified in the Report, but rather because I am of opinion that the differential is justified.

The majority Report rejects the Company's second request which is to eliminate all reference to daily and monthly guarantees. This would be a simply monstrous change to enforce upon the Railway employees of this country, and I agree with the majority Report in rejecting it.

There is an old Rule on this section of the Railway that regular way freight trains



will not be double headed, except where there is but one freight train each way daily and in cases of storms, and in which even the maximum number of cars is fixed at thirty-five to the train. The Company wishes to alter this maximum to not exceed the weight of the largest engine attached, and this I think reasonable. I agree with the majority Report providing the phrase, "the weight of the largest engine attached", means the rated capacity of the largest engine attached.

The Company's proposal No. 4, is to amend the Rules so that initial and final terminal delay in all classes of service may be used to make up the minimum day. This is the same proposal as I have already dealt with under Company's proposal No. 6, of the Atlantic and Central Regions, and I reject the request for the same reasons. The majority Report is prepared to grant the Company's request that freightmen required to run on extra passenger trains (that is not regularly assigned passenger trains), should be paid at passenger rates, but the Report makes clear that the concurrence is based on a misconception of the facts. When a freightman relieves a passenger man, and runs the full passenger run to the passenger terminal he is paid now at passenger rates, but when a freightman is required to operate on an extra passenger train he is not allowed by the Rules to pass the freight terminal. This Rule is for the protection of the Company in order that freight workers shall not be scattered in all directions; it is necessary that management retain their staffs in their various divisions. Now the freight terminal provides shorter mileage than does the passenger terminal, and in consequence were the freightman paid at passenger rates for the shorter run, he would on the average lose approximately one-third of mileage paid for whenever so called. I would reject this request.

The Company's 6th and 7th requests are similar to Management's 4th and 5th request on the Eastern Region, and they are unanimously rejected on the Western Region for the same reasons as previously expressed.

There is one more point in the majority Report with which I must deal, and that is the suggestion that there can be no retroactivity in the Board's recommendation because of an agreement between the parties. The agreement to which the Report must refer is that dated the 4th day of February 1932, which reads in part as follows:—

It is agreed that in the event of any disputes arising in future in respect to proposed revisions of any or all of the

agreements which shall be referred to Boards of Conciliation and Investigation under the provisions of the Industrial Disputes Investigation Act retroactive effect shall not, except by mutual agreement, be given to the recommendations of such Boards beyond the date the disputes are finally dealt with by the Boards and copies of their reports have been delivered through the Registrar of Boards of Conciliation and Investigation to the parties affected.

This agreement also provided for a reduction of ten per cent in the pay of the classes of Railway employees of both the CNR and CPR Companies, and it is quite obvious that "the agreement" to which reference is made were the agreements then in effect between the parties. The agreements in question were to run for a considerable time, but they have long since passed into oblivion. Not only so, but the paragraph above quoted refers to "Boards of Conciliation and Investigation under the provisions of the Industrial Disputes Investigation Act." That Act gave way to the provisions of Order in Council, P.C. 1003, which in turn was succeeded by the Industrial Relations and Disputes Investigation Act assented to on the 30th of June, 1948, Section 73 of which is in these words: "The Industrial Disputes Investigation Act is repealed." A provision with respect to Conciliation Board under an Act long since repealed, and in reference to agreements long since expired can have no reference whatever to the present relations between the Canadian National Railways and its employees in the year 1952.

Not only so, but agreements which have been entered into between the Company and the Unions in recent years have been made retroactive by consent of both parties. No objection was made or even suggested when on the 3rd of March 1951, an agreement was signed which was retroactive to the 1st of December 1950. This is the very agreement which we are now proposing to revise, and which is referred to in the majority Report in reference to the cost-of-living index matter.

In my opinion any recommendations made by this Board should be retroactive, so far as that is physically possible, to the 1st of April 1952, when the current agreement expired.

Dated at Ottawa, Ontario, this 12th day of December, A.D. 1952.

(Sgd.) A. W. ROEBUCK,  
Member.

# Report of Board in Dispute between

## Canadian Pacific Railway Company and Brotherhood of Railroad Trainmen

The Conciliation Board appointed in the above matter, consisting of His Honour Judge W. S. Lane of Picton, the Hon. Senator A. W. Roebuck, QC, of Toronto, and Mr. Norman L. Mathews, QC, of Toronto, has met the parties at the City of Toronto on August 12, 13 and 14; on September 8, 9 and 10; on September 16; and on November 4, 1952. In addition the Board met in executive session in the City of Toronto in connection with this matter on the 28th day of October 1952.

The parties were respectively represented as follows:—

### *For the Company—*

Mr. E. S. McCracken, General Manager  
Prairie & Pacific Regions, Chairman  
of Negotiating Committee for  
Company,  
Mr. I. J. McNaughton, Asst. Manager  
of Personnel, Member of Negotiat-  
ing Committee,  
Mr. A. M. Hand, General Manager  
Quebec Central Railway, Member of  
Negotiating Committee,  
Mr. J. Shepp, Superintendent Van-  
couver Division,  
Mr. W. M. Russell, Superintendent  
Winnipeg Terminals Division,  
Mr. H. Shoebridge, Assistant to Vice-  
President, Personnel.

### *For the Union—*

Mr. A. J. Kelly, Chairman of Nego-  
tiating Committee,  
Mr. L. C. Malone, Secretary, Nego-  
tiating Committee,  
Mr. C. W. Stanley, Statistician,  
Mr. D. Paltiel, Statistician,  
Mr. P. S. Rody, Member,  
Mr. P. R. Lewis, Member,  
Mr. T. D. McLaughlin, Member,  
Mr. R. H. Morrison, Member,  
Mr. W. G. McGregor, Member.

The case on behalf of the Union was conducted by Mr. Kelly and Mr. Malone, with the assistance of the other members of their Committee and particularly Mr. Paltiel, one of their technical advisers. The case on behalf of the Company was conducted, as directed by Mr. McCracken, by himself and the other members of his Committee.

The requests made by the Union were requests which could be classed as economic in nature. They consisted of a request for wage increase of 35 per cent across-the-board, an escalator clause, a reduction in hours with maintenance of take-home pay for yardmen, a request for a seniority change covering yardmasters, a rule change covering yardmasters' duties, and a reclassification of the railway yards.

The Company asked for three basic rule changes: A revision of the starting time rule for yard crews, extension of switching limits, and a request that *pro rata* rates be paid for second shift in yard service starting within a twenty-four hour period.

The issues were very thoroughly canvassed by both parties. The Union went to great lengths to show the necessity for their various requests, particularly with regard to the request for wage increases. They attempted to show that there were many grounds which would entitle them to varying amounts of increase, but that when taken in conjunction showed, in their view, that their request for 35 per cent increase was most reasonable. They advanced many arguments supporting their escalator clause, as well as their demand for a 40-hour week with maintenance of take-home pay for yardmen. In the latter connection, they pointed to the experience on American railways, which they felt was the place to look for a proper comparison on this issue.

The Company, on their part, supported their requests by attempting to show that the rules concerning which they were asking for amendment or elimination had been in effect for many years, some since 1919, and had grown antiquated. They had by changing conditions become burdensome and expensive and, in the opinion of the Company, generally detrimental to the efficient operation of the Railway. They went most thoroughly into the operation of each rule, and attempted to show that the rules in question had very little foundation in reason, and were merely a growth which had over the years attached themselves to the agreement between the parties. There was considerable rebuttal evidence given by the Company with regard to the cost factors involved in the various monetary requests of the Union. There



was considerable stress given to the fact that, if the Union request for a 35 per cent increase were granted, the cost factor to the Railway would be prohibitive, and that a reduction of hours for yardmen would seriously aggravate that cost, without considering any other requests. In addition, the Company went very thoroughly into the increase in the cost of living, and pointed out that, taken from the date of the last settlement, it would be substantially less than 6 per cent rather than the 10.3 per cent which was set out by the Union.

The position of the Company and its ability to pay, by reason of its fixed rate structure, was thoroughly canvassed, and generally the Company took the position that, while the men were entitled to be given justice, they were not entitled to receive unreasonable increases at the expense of the general Railway operation. The Company urged the amendments which they requested be considered favourably, as they felt that they tended to go to the whole issue of the efficient operation of the Railway, and that that could not be carried out if the present archaic rules, of which these were some, remained in effect indefinitely. They asked that the Railway be put in a position where it could successfully compete in the transportation field.

All issues were competently met and thoroughly discussed by all parties, both by way of defence and by way of rebuttal on defence, so that the Board would have the assistance of everyone's point of view before we made any attempt to formulate our report. After the issues had been thoroughly placed before us, and after the Board had met in executive session to correlate our thinking, the Board met the parties and made a serious attempt to see if there was any possibility of getting the parties on some common ground towards a settlement. It was found that there was no such possibility, and the Board, therefore, found itself in the position of making our findings and formulating our report. We do this with the feeling that, while there are some serious differences between the parties on the issue of wages, and on some of the other issues for that matter, the parties will, after having received the report, find it possible to renew negotiations and work out a settlement along the lines set out in this report.

Generally speaking, this Board does not consider that there is any special sanctity to be found in a set of rules merely because they have been in effect a great number of years. Neither are we able to

find that the fact that those rules originated from the so-called MacAdoo award makes them any more sound in principle than any other rule. Conversely, we are not prepared to find that the fact that these rules came to Canada in the MacAdoo award from the United States should make them any less acceptable to us. In our opinion, every rule or term of any contract must justify itself by its own terms, and in the net analysis by its result in operation. These rules have, in some cases, been in effect for some number of years. This fact must be considered when we come to assessing the value of the particular rule. If they had not been relatively satisfactory, surely they would have been changed during the years. On the other hand, conditions do change from time to time and old rules do have a tendency to become obsolete, antiquated and no longer useful. Some may become definitely harmful and a hindrance. If this be the case, we feel that it is in the interests of both Management and the Employees that these antiquated, harmful or damaging rules should be changed, whether it be at the request of the Union or at the request of the Company. This must be so, even if a number of persons large or small are adversely affected by the change. We must remember that the interests of each employee by and large must be identified with the common interest. No individual has a higher right than the greatest number, and therefore no special group has a right to maintain a rule which may grant special privilege, but which in giving that special privilege does so at the expense of the larger group. It seems to us that the individual interest must be governed by the group or overall interest. Following this thought, it seems to us that the only way by which the interests of the employees generally can be maintained is to see to it that the Railway operates efficiently. In other words, the interests of both Management and the Employees must stem from a healthy operation of the Railway. This must be without exploitation on either side. The Railway must be allowed to operate efficiently, while the employees must be paid and provided with conditions of work which will recognize the dignity of the individual as well as the real contribution which he gives to the operation of the Company. In addition, we must remember that the welfare of this country as a whole is more than we wish to admit dependent upon the Railways. The welfare of the Railways, in turn, depends largely on co-operation between its employees and its

management. It follows, then, that the disputes involved in this Conciliation must be worked out, not in the interests of the Company, not in the interests of the employee, but in the interests of both parties without any bias towards either. We have approached the issues with these thoughts in mind.

On the question of the request for wage adjustments, which will be specifically referred to later on in this report, we feel that we must approach the problem bearing in mind the following factors, in addition to those above set out: The men, in our opinion, have made out a case for some increase in their wage rates, if we are prepared to concede that the cost of living with its related factors has a bearing on wage rates. It would be well to remember, in this connection, that cost of living as tied to the index, or any cost of living increase however measured, where it is present with an inflationary trend carries with it where there is no escalator arrangement a cumulative loss to the worker, or for that matter to the salaried employee. In addition, and as a co-existent factor in the question of cost of living, but not measured by any index, is the question of direct and indirect taxation, which has been and is continuing to mount, with its impact upon the income of the individual and its resultant reduction in the standard of living of that individual. In this connection, it might be well for us to remember, however, that the Railway trainmen are no different than is any other segment of society in so far as the impact of taxation is concerned. All these factors may well be considered when assessing the issue of the rising cost of living and how it affects the individual in relation to an increase in wage which he may or may not have made out. There are other arguments advanced in this Conciliation dealing with the increase of productivity of the individual trainman and the collateral arguments that the trainman is entitled to his share in the increase in the national production or the increase in the amount of goods and services available to each person in this country.

We think most of us agree and must agree that the cost of living with its correlated factors is a matter of great importance to any person living on a fixed income, whether it be an hourly wage or a salary, and that the individual who can point to an increase in the cost of living without a like increase in his wage has, to some degree, made out a case for adjustment. How far that wage adjustment should go depends on how far back

one is prepared to go in making comparisons, and how many factors recited above are to be considered to have an impact upon the wage rate.

The Board was not particularly impressed by the argument that the individual employee had a claim to increase in his wage rate to provide for the purchase by him of his share in the goods and services made available by the increased national production. There is no doubt that indirectly every person has a stake or share in that increased national production and the goods and services made available thereby, but we feel that this argument does not directly enter into the wage problem as a basis for increase, and that the share in those goods and services is automatically covered in any scale of living or in any increase in wages which may be measured by any general basis of comparison. To utilize the increase in national production as a basis or argument from any other standpoint seems to us to be fallacious, because it is not so much national production that counts in this regard as does national consumption, and we have no evidence of increase on that basis. Even if we had, however, it appears to us that it is going too far to say that this is a separate element involved in wages which must be considered, because we feel it is a matter which is automatically taken care of by the economy of the country. The Board was also not impressed with the argument that there had been a significant increase in the productivity of trainmen. The evidence did not seem to completely bear out this thesis. It may be that there is some truth in this statement, but once again it depends on where the base of comparison is taken. If we compare the present to certain periods of slack operation of the Railway in the past, it may be that by comparison the trainman is producing more now than he did then. Such a comparison, however, does not seem to us to be valid. We feel that the only fair comparison would be between relatively equal periods where some technological change such as introduction of diesel power might possibly have been the basis for a change in work load. Under those conditions, there might have been a change in productivity which would have to be recognized. There was no evidence before us here that there was any such factor involved. Nevertheless it is true that all these factors must be considered, and must be weighed when arriving at a figure which would be a proper figure upon which to fix the rates for the Railway at this time.



There is an additional factor, however, which must be considered. The wage rates were fixed by agreement on April 1, 1951, at which time the last known index figure was that of February 1, 1951, of 175.2. It would seem that there would be much to be said for the argument that, when two parties sit down and agree upon a rate, the resultant rate is usually a fair one. Such agreement, therefore, should at least leave room for the argument that we should not go back of February 1, 1951 in making our comparisons for wage increase. Were this done, and were we to take into consideration the present index of 184.8, we would probably find that the amount of increase indicated would be substantially less than 6 per cent. There is another factor which must be considered in our thinking upon this matter. It is to be found in settlements with the Locomotive Engineers and the Brotherhood of Railway Conductors. It is true that these settlements, except in so far as they may lend some confirmation to the basic argument of rate structure, should have no effect upon this Board because those organizations deal for their own membership, and in no sense are or should be allowed to set the bargaining for other groups. The Company also alleged at the hearings that they had offered the Brotherhood of Railroad Trainmen during negotiations a 9 per cent increase, which was refused and subsequently withdrawn. The Company now takes the position that, under present conditions, they are not prepared to make so high an offer.

There is an additional and very important factor involved in this wage issue. It might be considered from the aspect of ability to pay. Without question, the operation of the Railways in this country is marginal. Their rate structure is a controlled structure, and one which is rather judiciously guarded by the Board of Transport Commissioners. This fact has been borne out by the recent decision of that Board refusing an increase in freight rates to the Railways. This refusal, however, is not the last word and cannot be considered to be the whole answer because, if other factors in the future are put before that Board on another application, it may be that they in their wisdom may deal differently with it. The question which is far more important for us to consider in the matter of this Conciliation is how much rate increase would be possible for the Railways to add to their present rates without invoking the law of diminishing returns and crippling the operation of the Railways from a competitive standpoint.

There is no doubt that other forms of transport take a great deal of the business now, and if the rates were increased substantially, those other forms of transport would take an even greater share of that business. Such a result could have a disastrous effect upon the Railway employees themselves. It has been said with truth that the Railway employees should not be asked to subsidize the operation of the Railways in the interest of the country at large. With that statement every member of this Board agrees. It has also been said that it is the special duty of the federal Government of this country to see that the Railways operate by whatever means may be necessary to that end. The statement is true in so far as it goes, but it cannot be expected that any government could or would be justified in subsidizing a Railway operation for the express purpose of putting the Railway employees in an especially favourable position in relation to their fellow workers in this country. We must approach the problem from the standpoint of doing justice to the men, but at the same time we must do justice to the Railways and to the country at large.

This Board, after hearing all the representations and bearing all these factors in mind, are prepared now to find that there should be a wage increase across-the-board at this time of 12 per cent. In making this recommendation, we point out that if computed on the average of basic wage rates (\$1.29 per hour), it would mean about 15½ cents per hour, but if calculated on the average hourly earnings (\$1.66 per hour) as shown to us by the Union, it would mean 19.9 cents per hour. In view of the fact that earnings are affected in reality by any recommendation, the latter figure is the effective one in fact. While this amount is considerably higher than the amount indicated by the present cost-of-living index, nevertheless when the other factors are considered, we feel this increase is indicated. We do, however, make this recommendation conditional upon the acceptance by the employees of certain rule changes which we are recommending in this report, because we feel that in part some of the increase must be earmarked for the purchase by the Railway of certain changes in the rules. Certainly the amount of our wage recommendation would not be as high if it were not coupled with the rules recommendations.

This wage recommendation is made at the instance of the Chairman, with the somewhat reluctant concurrence of Mr. Mathews. Mr. Mathews had felt that a

9 per-cent increase would be more in accord with the realities of the situation. but to get an effective report of this Board and to avoid a disagreement, bearing in mind that there can be no retroactivity involved in this recommendation because of the agreement between the parties shown to us at the sessions of the Board, he has decided to concur with the Chairman in making this recommendation.

On the question of escalator clause, we do not feel that we can make a recommendation at this time for such a clause in this contract. We base our findings, in this connection, on the fact that, in view of the complicated system of payment in the Railway set-up, an escalator clause would be almost an impossibility from an administration standpoint. It could not be expected to operate even from the standpoint of the most optimistic except on a half yearly basis by reason of the complicated pay system of the Railways. We recognize there is much to be said for it if the cost of living is a decisive factor in the wage adjustment. On the other hand, in our opinion there is more to be said against it from a practical standpoint, particularly when in fairness any cost-of-living adjustment, if accepted on principle, should have to go up and down. This, we recognize, would not work out in a satisfactory manner, and we would therefore feel that the factors against it are so great and the benefit of it so doubtful at the present time, that it should not be recommended.

On the Union's request for a 40-hour week for yardmen, we recognize that the 40-hour week is more and more becoming a pattern in industry in this country. We recognize, too, that the 40-hour week for yardmen is in effect on certain American railroads, but we bear in mind the fact that those railroads are by no means a majority. Even where it has been placed in effect in the United States, we believe that it has been done without a complete maintenance of take-home pay. We do not feel that without this maintenance factor it would be acceptable to the men in Canada. In addition, we wish to point out that the conditions in Canada are not the conditions in United States, and this applies most particularly to railways, because here with our sparse population and our long rail lines the conditions of operation cannot even be compared to the operations across the border, where the population is dense and the railways serve a much greater population per mile of line. Therefore, in our opinion a comparison between conditions here and there, in most instances, is

not valid. From the evidence both for and against, we recognize that no doubt it could be done, but in our opinion the cost factor would be prohibitive, particularly in view of the fact that our railway operation is at best marginal. From the evidence, we understand that the reduction in hours as requested, with a maintenance of take-home pay would cost this Railway an amount which is completely out of line to the benefits of the change. We, therefore, do not recommend that there be any change for yardmen in their hours at this time.

The union has made a number of requests for rule changes, the first one with which we propose to deal being in connection with baggagemen and trainmen handling Government mail. The request which applies to Eastern lines is that trainmen and baggagemen who are required to handle Government mail be paid a minimum of \$8 and a maximum of \$25 per month, rates to be set according to the number of points serviced and the number of bags handled on runs, and the arrangement to be made between the General Manager and the General Chairman. The suggested amendment contains certain terms which merely go to set up the machinery under which this can be carried out. The Company, of course, objects to this, taking the position that the men are paid for their time and whether they handle Government mail or some other baggage should be of very little difference to the men involved. We would be inclined to agree with the Company on their position, because very definitely, whatever the rate may be that is set for baggagemen, the Company is paying for the time of the individual concerned, and therefore is entitled to his full service whether that be carried out in handling Government mail or some other form of traffic. The principle behind the issue seems to be unworthy of too much consideration from the standpoint of principle, but there is a practice on some railways in this country whereby some such payments are made. We do not see why the Canadian Eastern Region should be in this regard placed in a different position than is the Canadian National Railways, and for that matter from the Canadian Pacific Western Region. The request here, however, appears to be larger than the allowance made on the CNR or on the CPR Western lines for like service. We would therefore, be prepared, taking all this into consideration, to recommend that the same arrangement be made with the baggagemen and trainmen on the CPR Eastern lines as exists on the CPR Western



lines, and that the terms of their contract on this point be written into this contract.

The next request by the Union for rule change is a request for payment of terminal delay, both initial and final, on the Eastern Region. We do not propose to go into this requested rule in detail. On principle, we see no reason why initial and final terminal delay should not be paid unless there is some factor involved which would make it unfair. In this instance, there appears to be a factor which should be considered. It is paid on the Canadian National. In spite of this fact, the Canadian Pacific trainman, by reason of a different calculation of wage rates, makes a slightly higher take-home pay than does his counterpart on the other Railway where this is paid. It was suggested to us that the reason it is not paid is because the men at one time elected to take the rates without the initial and final terminal delay, and that actually it is figured in those rates. This would appear to be correct by reason of the comparisons. If this is correct, then we would be doing an injustice were we to recommend that it be paid at this time. We, therefore, do not recommend that there be any change in this regard.

The Union has requested that extra yard engines in service five days, the starting time of which has not varied more than one hour and thirty minutes on any one of the five days, will thereafter be made a regular assignment and manned as such. It appears to us that, in view of our recommendations with regard to the starting time of yard engines, which will be made in this report on the Company's request, that this request of the Union should be granted. If, on the other hand, the parties are not able to agree when they come to negotiations that the starting time restrictions generally will not be removed as we have recommended, then it would be iniquitous in our opinion that this rule should be changed as herein recommended. On this basis, therefore, and conditional upon the acceptance by the Union of the recommendation on the removal of the starting time rule, we are prepared to recommend that the Union's request for alteration of this rule be granted.

The Union has requested a change in Rule (S) of the Yardmen's Agreement, which as we see it does not make any substantial change. It does limit the period within which, after booking rest, a yardman may be called to duty. Under the circumstances, we feel that this is a matter which should be settled by further

negotiations, and not one with which we should interfere by recommendation at this time.

The Union has requested, in addition, that the Yardmasters' agreement in so far as it relates to rules be amended on the question of seniority so that it would read as follows:—

Seniority. After April 1, 1952, yardmen working as part time yardmasters, who have accumulated sixty days as such, will be placed on the yardmasters' seniority list and will thereafter continue to accumulate seniority as a yardmaster and will be given the privilege of bidding on all bulletined positions. They will take their seniority from the date they qualify under this rule, and in the event that more than one qualify on the same date, seniority in the service will govern.

The Union, in making this request, has taken the position that many yardmen are used from time to time as temporary yardmasters, and that for some reason they never get the opportunity to become in fact yardmasters, as they never have the chance to bid in a regular job as such. The Company, on the other hand, takes the position that the question of promotion to yardmaster is a matter of discretion on the part of management, and that men might be satisfactory to do the job temporarily, but could never qualify to do it permanently. After considering the matter, it seems to this Board that the Company is adequately protected by the sixty day period. If they feel that certain men cannot qualify to become yardmasters, they do not have to use them as temporary yardmasters, and it seems to us that if they do use them for sixty days they must have confidence in them to do the job. If they have such confidence, we do not see why these men should not have the right to claim a permanent job. There is an additional factor, however, which was raised, and that was that not all yardmasters are picked from yardmen and that certain other Railway employees sometimes are transferred to the yard as yardmasters. We see no reason why this should not be allowed to take place. Therefore, we are prepared to recommend that the Union's requested rule change be granted, after the word "yardmen" in the first line has been struck out and the word "employees" written in. The suggested rule would now read:—

Seniority. After April 1, 1952, employees working as part time yardmasters, who have accumulated sixty days as such, will be placed on the yardmasters' seniority list and will thereafter continue to

accumulate seniority as a yardmaster and will be given the privilege of bidding on all bulletined positions. They will take their seniority from the date they qualify under this rule, and in the event that more than one qualify on the same date, seniority in the service will govern.

The next request by the Union in connection with yardmasters is a request that general yardmasters, assistant general yardmasters, yardmasters and assistant yardmasters will not be allowed to throw switches, give any signals except to prevent accident, make up or bleed off cars, check or weigh cars, or perform any duties which come within the scope of other classes of employees. It is urged in support of the request for this change that, if yardmasters or their superiors step in and do these things, they are creating a safety hazard. The Railway does not agree that this is the fact, and it seems to us a rather unusual proposition. It would seem to us that the opposite would be the more likely to be the truth, and it is certain that if such restrictions were placed upon the yardmasters there would be a detraction from the authority of the men in charge of the yards, which would seriously affect their prestige with their subordinates, which is so essential for them to carry out properly their duties in the operation of the yards. We would, therefore, refuse to make a recommendation as requested.

The next request with regard to yardmasters is that there be a change in the classification of yards. This, in our opinion, is a monetary request and as such has a significant cost factor. In addition, unless there was something shown which would prove to us that there is a basis for a re-classification of the yards, it seems to us that we would be exceeding our duties to interfere. In our opinion, primarily it is the duty of the Company to classify its system, whether it be a matter of yards or some other operation. The Union, of course, has the responsibility to see that this classification in so far as it affects the employees has been properly done. Nothing was shown to us in the evidence which would, in our opinion, show that the action taken has been improper and, therefore, there seems to be no basis for a recommendation for change. We, therefore, do not recommend that there be any change at this time in the classification of the yards.

The Company has made some requests for rule change. Their first proposal is that the restrictions on starting time of yard engines be removed. At the present

time, yard crews may be started only as laid down in Rule (E) on the Eastern Region. This rule is broken down into seven subsections or clauses. The first section in the Company's proposal would be maintained, as it is merely a statement of principle. The second and third sections would be amended to make it possible for the crews to be started according to the exigencies of the service, but at regular times. The difficulties appear to arise by reason of the fact that on regular assignments in continuous service the starting times are limited under the present rule to the hours between 6.30 a.m. and 8 a.m., 2.30 p.m. and 4 p.m., and 10.30 p.m. and midnight. Where the shifts are continuous but only two shifts are worked, the periods under the present rule are limited to any of the periods above set out in paragraph 2. The Company takes the position that these restrictions hamstringing the effective operation of the yard in that a crew may not be needed and may not have any work to do at the time that it is required that they be started, if they are to be available when there is work for them, and yet once the work is available there is too much for it to do before the end of the shift. The result, according to the Railway, is duplication and extra assignments, and therefore does not contribute either to the economic or efficient operation of the Railway. The Union against this takes the position that these hours are reasonable hours for the convenience of the men, and that if the work is properly spaced it should have no detrimental effect, and it is because of inefficiency in management that any difficulty arises under the present rule. It appears to us that, in spite of the position taken by the Union in regard to this rule, there must be some loosening of it if the Railways are to continue in efficient operation. The employees are paid and should be well paid for the service they render to the Railway, but at the same time it cannot be expected that the Railway should be required to pay for time which cannot be utilized. We can see no particular sanctity about the starting hours which are laid down in this rule. There is no doubt that every man is entitled to regularity of employment and some regularity as to when his time to work and his time off shall come, but whether that time be 6 a.m., 8 a.m. or some other time should make little difference to him, providing it is regular. This, we feel, is a case where from every angle the Railway is right and their request for amendment should be granted. We would, therefore,



recommend that Rule (E) of the Eastern agreement be amended and be re-written as follows:—

Paragraph 1 in its present form.

Paragraph 2 to read as follows:—

Where regular assignments are worked in continuous service, i.e., the second crew relieves the first, the third crew relieves the second and the first crew relieves the third, the starting time for the first crew shall be between 6 a.m. and 8 a.m.

Paragraph 3 should be written as follows:—

Starting time of yard assignments other than those specified in the preceding clause, including extras, shall be in accordance with the requirements of the service.

We would eliminate Paragraphs 4, 5, 6 and 7 from the rule, and we would so recommend.

In view of the fact that the same request, as above set out, applies to the Western agreement, we would recommend that the appropriate rule of the Western agreement be altered in the same fashion as we have recommended in connection with the Eastern agreement.

The Company's second request is in connection with the extension of switching limits to meet industrial expansion. The Company takes the position that by reason of industrial expansion of this country the existing switching limits have become antiquated, and that industrial development has gone far beyond them. It is pointed out that the result of this industrial expansion is that in some instances which are not at all limited road engines have to be brought in to industrial centres from distant division points, and some of which are as far as a hundred odd miles away, to do switching, in spite of the fact that a switching engine assigned to an adjacent yard would be within two or three miles of the tracks in question. This results in a very great hardship and a very great waste to the Railway. Not only does it cost the Railway from a financial standpoint, but it tends at the same time to limit the service which may be given to industries and thereby plays in the hands of the Railway's competitors. Surely, from the standpoint of self-preservation, neither the men nor the Railway desire this result. It is true that from the men's standpoint certain roadmen may lose what they may consider to be vested rights if the switching limits are adjusted without those men being given opportunity to transfer from road service to yard service. We can see no valid objection other than this to the

request of the Railway. It would seem that something should be worked out that would be equitable to the men who would be affected by this change, but this should not be difficult if a certain amount of give and take is exhibited from both sides. In view of the fact that the rule which has been requested by the Railway, with the exception of the last paragraph, is in the Canadian National contract, we can see really no valid reason why it should not be put in this Railway contract. The last clause (c) of the rule is nothing but a statement which is contained in the present rule, and should, therefore, not constitute any difficulty. We would, therefore, recommend that the present rule be amended according to the proposal of the Company to read as follows:—

(a) The necessity of changing or re-establishing recognized switching limits, in order to render switching services required because of extension of industrial activities and territorial extension of facilities must be recognized.

(b) The present switching limits will be designated by general notice at all points where yard engines are assigned and will only be changed by negotiations between the proper Officer of the Company and the General Chairman. The concurrence of the General Chairman will not be withheld when it can be shown that changes are necessitated by industrial activities and territorial extension of facilities. Yard limit boards may or may not indicate switching limits.

(c) This rule is not intended to prevent the Company from using yardmen to switch industrial tracks within a reasonable distance of existing terminal switching limits.

The third proposal of the Company is a request that *pro rata* rates be paid for a second shift in yard service starting within a twenty-four hour period. We are quite well aware that the Company has made out a reasonable case for amendment. We do not feel that there is any particular sanctity for this rule because it came with the MacAdoo award, or because it was re-negotiated in 1948 in its present form. There are certain parts of it that, in our opinion, are justified. We would be quite prepared to say that, if a man is required by the Company and for Company convenience to work a second shift in 24 hours, he should be paid the overtime rates, providing it has all other incidents of overtime. We understand there is some question as to whether or not seniority rules under the terms of the agreement force the Company to call the man with seniority whether or not that man had had sufficient time off to avoid the necessity of payment of overtime rates. If this be the case and the

Company has no choice, it would seem that it should not carry with it a penalty payment. If, on the other hand, it is a call made according to the exigencies of the service for the benefit of the Company, one would feel that it was proper that they should pay penalty rates so that it would discourage the overtime work and act as a deterrent. The Union takes the position that the Company's interpretation is not right. In view of this point of view, it would seem that there is very little difference between the parties in actual fact. We think, therefore, that it can be settled between the parties without any great difficulty. In line, therefore, with the understanding of the Union and in line with what we think is a proper solution, we would recommend that the rule be retained in its present form, but that there be a sub-note of clarification added to it in the following form:—

Nothing in this agreement shall obligate the Railway to call a spare yardman who would be entitled to payment at overtime rates when there are available spare yardmen who could work on *pro rata* rates.

With this not attached to form a part of the rule, we feel that the major objection to the rule would be overcome and it should be equitable from everyone's standpoint.

The Company's last two requests apply both to the Eastern and to the Prairie and Pacific Regions, and therefore our recommendations apply to both Regions, and appropriate amendments should be made in line with the aforesaid recommendations.

The Company's next request for amendment was with regard to the yardmasters' agreement. This request involved to a great extent the same principles as were set out in the Company's request for change in the starting time rule in so far as yard crews were concerned. They ask here that the starting time rule limitations be loosened and amended so that yardmasters' hours would conform with yardmen's hours. The reasoning which applied to the recommendations under that request as it applied to the yardmen applies to the recommendations here with equal strength. The Board have stated in their reasoning that they saw no particular sanctity in the hours set out in the old rules. We feel that the men are entitled to regularity of employment as well as regularity of working hours, and if started at a particular hour on one day should start at that hour every day, but to limit

those hours as in the present rule seems to us somewhat unreasonable. Therefore, we recommend that the rules in question be amended as follows:—

That there be no change in Paragraph (a).

That Paragraph (b) be deleted and the following substituted for it:—

Starting time will be arranged to suit local conditions within the limitations of Paragraph (a).

We would eliminate Paragraphs (c) and (d) completely.

With regard to the request on split trick assignments, the Board recognizes the difficulties of the present rule from the standpoint of Management. We recognize, too, that the proposed rule would be of great advantage to the efficient operation of the Railway. At the same time, we also must recognize that the men involved would be subject to unfair treatment if the bald rule as suggested by the Company were adopted in its present form. We believe that substantial justice could be done to both parties if the major portion of the old rule were maintained and the last sentence deleted from it and replaced by a requirement which would allow the establishment of split trick assignments to meet special local conditions by agreement between the Company and the representatives of the employees. We would provide, in addition, that if agreement were not possible between the parties themselves, that there be a provision allowing it to be submitted to an arbitrator for final decision. We would, therefore, re-write Paragraph (e) dealing with split tricks so that it would read as follows:—

When not more than two Yardmaster tricks are worked in any yard, assignments will be subject to negotiation between the Company and the representatives of the Yardmasters, and will not exceed eight (8) working hours within a spread of ten (10) hours, provided that at points where only one (1) trick is worked and local conditions make this necessary, this period may be extended to eight (8) hours within twelve (12) hours. Other split trick assignments may be established to meet special local conditions in other yards by agreement between the Company and the accredited representative of the employees. If the parties fail to agree to the establishment of these special split trick assignments to meet local conditions, then the matter may be referred to arbitration to settle the necessity and the basis as well as the conditions of the split trick assignment.

Dated at Picton, Ontario, this 10th day of December, A.D. 1952.

(Sgd.) WILFRID S. LANE,  
Chairman.

(Sgd.) NORMAN L. MATHEWS,  
Member.



## Report of the Hon. A. W. Roebuck, QC

It is with regret that I must report my inability to join in the Report of the Chairman, His Honour Judge W. S. Lane, and concurred in by Mr. Norman L. Mathews, QC. There are a number of statements in the Chairman's general remarks which I do not approve, and there are a number of recommendations, particularly that with regard to wages, with which I emphatically disagree.

I could not join for instance in the general statement that no individual employee has a higher right than the greatest number. This comment is made in the majority report in reference to proposed rule changes which have been in effect for many years and under which certain groups of men have acquired seniority rights. I submit that the interests of numbers however great do not brush aside the rights of their fellows however few in number or humble in position. This observation has particular reference to roadmen whom the Company would push aside in its own interests.

The majority of the Board are not impressed with the men's argument that they are entitled to share in the increase in national production and the Board would limit them to any general increase in wage rates which would form a basis for comparison. If each were limited by what other workers receive, there could be no advance. If the workers are not entitled to share increased productivity, to whom should it go and to whom does it belong? I disagree heartily with any such philosophy.

The Brotherhood has asked for an advance in wages of 35 per cent across the board, and has supported their request on the grounds of an increase in the cost of living, including a considerable burden of taxation on the one hand, and an increase in the productivity of their work and of Canada generally on the other hand, and they point out that the wages of the classes of employees which they represent have not advanced proportionately to the wages of other classes, and with wages in industry generally. The cost of living has risen since the last increase in wages given to these men in December 1950, when their last agreement was signed. At that time it stood at 171.1, and it increased during the period of the agreement to 188.7 in April 1952, when the Trainmen's new agreement should come into effect, an advance of 10.3 per cent.

The majority of the Board would limit consideration of increases in the cost of living to those which took place subsequent to the signing of the last agreement, but that agreement was itself a compromise, brought about by the play of many conflicting factors. The men asked for an increase of 30 cents per hour and finally accepted 14½ cents per hour. If it is to be assumed as it suggested, that when the parties agree on an overall picture there the component details upon which compromises have been made are each and all adjusted on a basis of fairness and all closed to future consideration, settlements by compromise would be impossible.

The increase in taxation to which the railroad has been subjected in recent years has been passed on by the Railway in increased passenger and freight rates to the general public. This is the rule with regard to taxes upon enterprise and production generally in both manufacture and commerce, and the men claim quite naturally that taxation is an element which enters into the maintenance of their standard of living.

The Brotherhood claims that the workers in the Railway industry are entitled to share in the increased productivity of the business in which they are engaged as well as in the industrial progress of the nation as a whole. It is common knowledge that the Railways are hauling much more freight tons behind each locomotive than was possible a few years ago, and the introduction of diesel traction power will continue the trend upward sharply in the future. In 1939, the total value of goods and services produced in Canada amounted to 5.7 Billion Dollars; in 1950 it was 18.1 Billion Dollars, more than three times the 1939 figure, and in 1951 the figure is estimated at 21.2 Billion Dollars. Making all allowances for the increase of prices and the growth in population, it is stated that the amount of goods and services available for each person in Canada have increased from 1939 to 1951 by 52 per cent. The Brotherhood estimates that the standard of living could be half as high again in 1952 as it was in 1939 measured in goods and services available. The Trainmen believe they are entitled to share to some extent in this progress. The Union was able to show increases in real wages to industry generally considerably in advance of the increases obtained by trainmen.

In reply, the Railway management pointed out the increase in the operating ratio from 91.05 in 1950 to 94.37 in 1951. The difficulties encountered by Canadian

Railways in meeting their financial obligations are serious, but this is not a good reason why their obligations should not be met. The Railway's balance sheet is not an element in the cost of equipment and supplies, and, while the employees of the Brotherhood are vitally interested in the success of their industry, they must not be expected to work for a lower rate of wages than is justified by the facts. The Railways are Canada's national life line, and have throughout their history been a concern of the Dominion Government. They are essential to the economy of Canada, and those in authority must take such steps as will enable them to pay their legitimate expenses.

My fellow members of the Board concede that an increase is justified under all the circumstances, and they have recommended an advance of 12 per cent. I disagree only as to the amount. The Brotherhood has asked for 35 per cent, and weighing all the factors, and after a very extensive investigation, I am of opinion that the circumstances warrant and justify an increase of 20 per cent. The average basic rate of all employees of the Canadian Pacific Railway within the membership of the Brotherhood of Railroad Trainmen, as exhibited in their current agreement, is \$1.30 per hour. The increase that I have suggested would raise the rate to \$1.55.8 per hour, which is certainly not excessive when compared to wages paid in industry generally. It must be borne in mind that the members of the Brotherhood of Railroad Trainmen are Conductors, Baggage-men, Brakemen and Switchmen in Yard Service. They are the men who operate the trains under all conditions of hardship and hazards. When one considers the exposure to which many of them are subjected, the irregular hours, and their hours away from home, and the responsibilities which they carry, it seems to me that the rate suggested is thoroughly justified.

The wage recommendation in the majority Report makes the increase recommended conditional upon the acceptance by the employees of certain rule changes asked for by the employers and recommended in that report. I do not approve such a proceeding, and I am quite confident that the members of the Brotherhood will not willingly accept changes of rules which they consider to their advantage for any wage or other consideration. The rules in question must stand or fall on their own merits. It would be a mistake to consider them subject to the compulsion of financial considerations.

Wages should be set at a figure that is reasonable, and the rules should be considered on the basis of relevant facts. Any suggestion that the men be coerced into accepting permanent rules by a withholding of any portion of the pay to which they are entitled would be keenly resented.

The men have asked for an Escalator Clause in their prospective agreement, that is an increase in wages to offset increases in the cost of living should they occur. According to the decision of the Chairman and Mr. Mathews as set forth in the majority Report, this is decided against on the ground of difficulty in bookkeeping and budgeting, which make it neither feasible nor possible at this time. The writers, however, seemed to have overlooked the fact that the Escalator Clause, or a cost-of-living bonus, is in effect on every Railway in the United States benefiting more than a million employees, and including those Railway lines operating in the United States under the jurisdiction of both the Canadian National Railways and the Canadian Pacific Railway. Not only so, but a cost-of-living bonus was in effect at the instance of the Government of Canada itself, on the Railways of Canada during most of the years of the recent Great War. There is much to be said in favour of the Escalator Clause for it gives security against fluctuations in the cost-of-living and has been very widely used for this purpose in railroading and other industry and has not been found economically unsound.

The Brotherhood asks for a 40-hour week in Yard Service only, and the Chairman admits that the five-day week is becoming a pattern in industry in this country. That is so, and the rule is in effect in Yard Service in the United States on many of the major Railways of that country, for instance, the Pennsylvania, New York Central, Ohio Lines, Northern Pacific, Great Northern and other leading railways. The non-operating employees of both Canadian Railways now have it and as well the men who work in conjunction with the Yard Service employees, men who actually operate the cars, such for instance, as those who couple hose, inspect cars, repair cars, trackmen, maintenance forces and so forth, complementary to the Yard Service. All hourly paid men on the staffs of both Railroads of Canada are on a five-day week with the exception only of the Yard Service employees. They are the last ones to be included, and they are the very class who need it most. The work of the Yardmen is to be distinguished from other



Railway trades in that they tramp about on foot, climb on and off cars, wind brakes and endure hard physical work in the open in all conditions of weather and in three shifts throughout the entire 24 hours of the day. I personally endorse the principle. Its application is coming inevitably, and the Railway management would do well to accept it gracefully and co-operate in making it effective by the 1st of October 1953.

Request No. 1.—Both the Brotherhood and the Management have made requests for rule changes. The Union has asked that baggagemen and trainmen on the Canadian Pacific Eastern Lines be paid for the handling of Government mail as they are in the Canadian Pacific Western Region and as they are in both Eastern and Western Regions of the Canadian National Railways. The majority Report recommends the granting of this request and with this recommendation, I agree.

Request No. 2.—Is for payment of initial and final terminal delay to trainmen in the Eastern Region of the Canadian Pacific Railway, as is the rule on the Canadian National Railways. This request is denied by the majority members of the Board on the ground that in the Eastern Region Canadian Pacific trainmen receive a slightly higher take-home pay than do Canadian National trainmen. It is suggested that the terminal delay compensation is figured in the general pay rates, but this can hardly be so, because the difference in general pay rates on the two railroads is so small as to afford no reasonable offset to what may be expected from initial and final terminal delay payments. On the Canadian Pacific Eastern Division, through Freight Conductors are paid .09 cents per day and Brakemen are paid .07 cents per day in excess of what similar workers receive on the Canadian National Railways. This is an average of about one cent per hour and is so small that it may be disregarded.

Initial and final terminal delay is paid to Engineers and firemen and has been for years on the very same trains upon which the majority Report would deny it to trainmen. Moreover, it is paid to trainmen on the Canadian Pacific Western Division on the Northern Alberta Railway, on the Ontario Northland Railway and on the Canadian National both East and West. Apparently, the only Railway where it is not paid is the Canadian Pacific Eastern Division. I disagree with the majority finding and recommend that this second request of the Brotherhood be granted.

The majority of the Board recommend the granting of the men's request that extra yard engine crews when in service for five days with a starting time that has not varied more than one hour and thirty minutes, thereafter be deemed to be a regular assignment and be treated as such, but the majority Report adds—only on condition that the Brotherhood sacrifice the protection of the starting time rule. Were the men to accept the condition, their loss would far exceed their gain. I again object to attaching conditions of this kind. The request should be considered upon its merits and extra yard engines crews should be regularly assigned after a certain period of uniform service, or they should not be regularly assigned. I think it is unreasonable that engines, and of course their crews, should work indefinitely under regular conditions and not be regularly assigned, and I recommend that this request of the Brotherhood be granted.

The Union has requested a change in Rule (S) of the Yardmen's agreement which limits the period within which, after booking rest, a yardman may be called for duty. At the present time, a yardman after 12 hours of duty may not be called for further duty until after the expiration of the usual period of rest, and the Brotherhood maintains that he should be permitted to book rest immediately on the conclusion of 8 hours, which is the regulation day's work. Both Management and the Union were of opinion that this matter could be worked out harmoniously, and the Board is accordingly unanimous in making no recommendation.

The Brotherhood has asked that Yardmen after working for sixty days as Yardmaster be given Yardmaster seniority listing, so that thereafter they may bid for bulletined Yardmaster positions. At the hearing we were told of Yardmen who had worked for years as extra or temporary Yardmasters and who had never been permitted to bid for permanent appointments. Notwithstanding the Company contention that promotion is exclusively a function of management, I agree with the other Members of the Board in changing the rule in the terms set forth in the majority Report.

Yardmasters make the plans for the switching of cars, and the Yardmen carry them out. The men complain that quite frequently Yardmasters interfere in the operation in an unexpected and unpredictable manner, creating situations which are both annoying and dangerous. A train is being broken up, it may be on a dark and even stormy night. The cars are fanning

out down different tracks for sorting purposes. The work is proceeding according to plan, when suddenly out of the office comes a Yardmaster, carrying a yardman's lantern, and shoots a car down a switching track. The shock and disruption can be imagined, along with the hazards. The Brotherhood asks that Yardmasters be prohibited from throwing switches or giving signals except to prevent accidents in cases of emergency. They would have Yardmasters make plans, supervise, start and stop operations and generally act in a managerial capacity, and not interfere in duties which are the function of other classes of employees. The majority of the Board refuse the men's request on the ground that it would lessen the authority of the Yardmasters when in charge of the switching yards. It seems to me that the Brotherhood's proposed rule would lessen the abuse of authority and that management should readily consent to some regulation which would confine Yardmasters to Yardmasters work, and I so recommend.

The Union is interested in the classification of switching yards, because the rates of pay to Yardmen are greater in first class yards than in second class yards, and greater in second class than in third class. The Brotherhood maintains that the present classification is antiquated and is not in keeping with modern conditions. The majority Report is to the effect that the classification of yards is a function of management. I agree that the Board is not in a position to reclassify yards, but when I see such places as North Bay which has long been regarded as a railway terminal of three railways; London, Ontario, which is a great City, Ottawa, Kenora, Brandon and other important railway centres classified as second class yards, I have confidence in recommending that Management confer with the Brotherhood immediately with a view to reclassification.

I now turn to Rule changes requested by the Company.

The majority Report argue that time does not sanctify rules and it would grant the request of the Company that, in effect, starting time regulations in Yard service be abolished and the matter of when men commence work be left entirely in the discretion of local Yard managements, in accordance with their individual whims or the exigencies of the service. Were the amending Rule recommended by the majority Report of the Board adopted, there would be no regularity protection left for the workers, who thereafter might just as well have their names on the spare board to be called at any moment of the day or

night. I am sure that the Chairman does not wish such a condition to be brought about, but such would be the result of his recommendation.

The starting time Rule was introduced into Canada with the adoption of the McAdoo Award in 1919, and has been in effect on all railroads of United States and Canada ever since, and were the majority recommendation accepted the Canadian Pacific Railway would operate under arrangements with regard to starting times drastically different from any other Railway in North America. It is significant that the Canadian National management did not join in this request of the Canadian Pacific, nor did the Canadian National Management mention any of the complaints voiced by the Canadian Pacific. It is natural that Management should desire the abolition of all restrictions upon its freedom of action, but it is equally to be expected that the employees will resist innovations that encroach upon the routine of their lives, their health and wellbeing.

The Canadian Pacific Management has all the latitude really required in respect to starting time in Yard service, and should there be any special local condition to be met, it can be dealt with by conference between Company and Union. In my opinion, the Company's request should be refused and the majority recommendation should be rejected and this applies equally to the Eastern and Western Regions.

It is futile to detail the many reasons why switching yards should be extended from time to time to meet the requirements of changing conditions and an expanding economy; we all agree, and the Brotherhood has signified its willingness to accept the amended Rule as drawn by Company representatives. The only difficulty lies in the Company's refusal to take care of the employees whose seniority rights are invaded by the proposed changes. Yardmen do the switching in the Yards to their outside limits, while roadmen give similar service to those industries located outside the yards. If the yard limits are extended for a number of miles in some instances as proposed, certain roadmen will be out of work. For instance, in the Vancouver district there are six or eight road crews operating within the proposed extension of the Vancouver yard. Were the new Rule adopted as proposed, the Company could extend the limit, discharge the roadman crews, some of whom have many years seniority, and hire new yardmen to do the work. Is there not some significance in the fact that the Company



has so far refused to accept the following clause as an addition by the Union to the rule proposed by the Company:—

In the extension of switching limits, the rights of roadmen thereon will be conserved by negotiations respecting the allocation of work between road and yard men.

If the Brotherhood's fears are unwarranted with respect to the Company's intentions, why does management refuse to conserve the seniority rights of the displaced roadmen? All the Union requires is that the roadmen be given the same seniority rights within the yard in the allocation of work which they possessed on the same tracks outside the yard prior to the extension. The railroad system of North America is based on a seniority way of life, and it need not be expected that Roadmen will willingly consent to their work being taken over by newly hired employees, and with the work their jobs.

The majority Members of the Board agree that the seniority rights of the roadmen should be protected, but, in the rule change proposed, the majority Report fails to do so. I recommend that the Company's proposed Rule be adopted, but only on acceptance by the Company of the Brotherhood's protective clause.

I am of opinion that the Company is not justified in its proposed Rule change which would relieve it from the necessity of paying overtime when it requires a yardman to perform a second shift within a 24-hour period after having already served an eight-hour day. The Board is unanimous in recommending that the overtime rule be retained and also that it be made clear beyond misunderstanding that seniority rights do not require the Company to call for second shift an employee entitled to overtime when one is available at *pro rata* rate.

In its next request, the Company would throw open the starting times of Yardmasters in the same manner as they would deal with the starting times of Yard crews, so that both yardmen and yardmasters might be called for service at any hour of the day or night as may suit the impulse of local management or, as it is called, the requirements of the service. All that I have said above applies, and I need not repeat it. The granting of such a request is to my understanding of the facts unthinkable, and I recommend accordingly.

The Company asks that the rule with regard to split tricks be amended to allow Management to scatter the 8 hours of the Yardmen's day through periods of ten to

twelve hours at will and without consultation with representatives of the men affected. This request, the majority of the Board rejects, but of its own volition, recommends that when the representatives of the parties disagree the matter be referred to arbitration, something which neither Management nor the Brotherhood requested. Such a proposal was not even discussed at the hearings, probably because both parties recognized the impracticability of arbitrating minor points of local management which are continuously arising and frequently of temporary duration.

Under the rule as it now stands, when not more than two Yardmaster tricks are worked in any yard, split trick assignments are subject to negotiations between the Company and representatives of the Yardmasters and must not exceed 8 working hours within a spread of 10 hours. When only one trick is worked and local conditions make it necessary, the spread may be 12 hours. Other split trick assignments may be established to meet special local conditions in other yards by agreement between the Company and the accredited representatives of the employees.

Thus in all but the smallest yards, men divide their day into two or more parts in so-called split tricks only on consent. Split tricks are undesirable from the worker's standpoint and by this requirement of consent of the Brotherhood, their number is held down to that actually required. The system has worked most harmoniously in the past and the real requirements of management have always been met.

Now it is recommended by the majority of the Board (though asked for by neither party) that when the Brotherhood considers a Company demand for a split trick unnecessary the matter be referred to arbitration, so that if the majority of the Arbitrators agree with the Company men will be asked to work under conditions to which their Union has not agreed and to which the men object. The purpose of the recommendation is no doubt to bring about a progressive and harmonious administration in the yards in question, but unfortunately for the recommendation the conditions which would in fact result would be anything but harmony, and would be more likely to be retrogressive, than progressive. The basic idea of arbitration is disagreement, and there has been substantially no disagreement in the past. The introduction of compulsion following an adverse decision of a Board is utterly

unnecessary and inadvisable and I recommend against it, leaving the present rule to continue to operate as at present drawn.

There is one more point in the majority Report with which I must deal, and that is the suggestion that there can be no retroactivity in the Board's recommendation because of an agreement between the parties. The agreement to which the Report must refer is that dated the 4th day of February 1932, which reads in part as follows:—

It is agreed that in the event of any disputes arising in future in respect to proposed revisions of any or all of the agreements which shall be referred to Boards of Conciliation and Investigation under the provisions of the Industrial Disputes Investigation Act retroactive effect shall not, except by mutual agreement, be given to the recommendations of such Boards beyond the date the disputes are finally dealt with by the Boards and copies of their reports have been delivered through the Registrar of Boards of Conciliation and Investigation to the parties affected.

This agreement also provided for a reduction of ten per cent in the pay of the classes of Railway employees of both the CNR and CPR Companies, and it is quite obvious that "the agreements" to which reference is made were the agreements then in effect between the parties. The agreements in question were to run for a considerable time, but they have long since passed into oblivion. Not only so, but the paragraph above quoted refers to "Boards of Conciliation and Investigation under the provisions of the Industrial Disputes

Investigation Act." That Act gave way to the provisions of Order in Council, P.C. 1003, which in turn was succeeded by the Industrial Relations and Disputes Investigation Act assented to on the 30th of June 1948, Section 73 of which is in these words:—

"The Industrial Disputes Investigation Act is repealed."

A provision with respect to Conciliation Boards under an Act long since repealed, and in reference to agreements long since expired can have no reference whatever to the present relations between the Canadian Pacific Railway and its employees in the year 1952.

Not only so, but agreements which have been entered into between the Company and the Unions in recent years have been made retroactive by consent of both parties. No objection was made or even suggested when on the 3rd of March 1951, an agreement was signed which was retroactive to the 1st of December 1950. This is the very agreement which we are now proposing to revise, and which is referred to in the majority Report in reference to the cost-of-living index matter.

In my opinion any recommendations made by this Board should be retroactive, so far as that is physically possible, to the 1st of April 1952, when the current agreement expired.

Dated at Toronto, Ontario, this 24th day of December, A.D. 1952.

(Sgd.) A. W. ROEBUCK,  
Member.

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## Change in ILO Constitution Proposed

The Governing Body of the International Labour Organization has decided to ask the ILO general conference in June to consider an amendment to the ILO constitution under which the membership of the Governing Body would be increased from 32 to 40.

The Governing Body is at present composed of 16 government members, eight employers and eight workers, with eight of the government seats being allocated to the eight countries "of chief industrial importance". (Canada is one of the eight countries.)

Director-General David A. Morse proposed that the conference consider increasing the government seats to 20, the employer seats to 10, and the worker seats to 10. Ten of the government seats would be held by the most industrially important states.

ILO membership has grown from 43 countries in 1919 to 66 at present, while the membership of the Governing Body has been fixed at 32 since 1934.

The Governing Body is elected every three years; the next election is scheduled for 1954.



# Collective Agreements and Wage Schedules

## Recent Collective Agreements

### Manufacturing

**Meat Processing**—*Charlottetown, P.E.I., Montreal and Hull, Que., Toronto and Peterborough, Ont., Winnipeg, Man., Edmonton, Alta., and Vancouver, B.C.*—*Canada Packers Limited and the United Packinghouse Workers of America, Locals 282, 357, 314, 114, 210, 216, 243 and 162, respectively.*

Agreement to be in effect from August 1, 1952, to July 31, 1954, and thereafter from year to year, subject to two months' notice. However, either party may at any time between June 1 and July 31, 1953, give notice of its desire to amend the provisions relating to wages only; if the subsequent negotiations do not result in settlement within 30 days, either party may give notice of cancellation which shall take effect 31 days thereafter.

**Union security and check-off:** maintenance of membership and a voluntary and revocable check-off, except that new employees shall, as a condition of employment, pay dues to the union during the term of the agreement, beginning with the second monthly check-off date after employment. However, between July 16 and July 31, 1954 (both dates inclusive) any employee may resign from membership in the union and/or cancel his authorization to deduct dues and his employment shall not thereby be affected.

**Hours** of work shall not exceed 8½ per day and 40 (previously 44 at Montreal and Hull and 42 at the other plants) per week. The union agrees that it may at times be necessary to exceed or to reduce these basic hours. The company agrees to guarantee a minimum work week of 36 hours (previously 36½ hours at Montreal and Hull and 36 at the other plants) at regular rates of pay, subject to certain specified conditions.

**Overtime:** hourly-rated employees will be paid time and one-half for all hours worked in excess of the number of hours prescribed for the day, for work after expiry of one hour beyond an employees' scheduled quitting time, irrespective of the number of hours worked during the day, and for all hours worked before the scheduled starting time; double time for work on Sunday or the alternative day off and double time and one-half for work on eight specified *paid holidays*. Shift employees working on a paid holiday may elect to receive either double time and one-half or the regular rate and another day off with pay. Weekly-paid employees shall receive compensating time off with pay for work in excess of their weekly or daily schedule of hours or for work on a paid holiday.

**Rest periods** of 10 minutes each during morning and afternoon shifts will be granted, provided the working time of the shift exceeds 2½ hours.

**Vacations with pay:** one fifty-second of one week for every week's service for employees

A file of collective agreements is maintained in the Economics and Research Branch of the Department of Labour. These are obtained directly from the parties involved and through the Industrial Relations Branch of the Department. A number of those recently received are summarized here. Agreements made obligatory under the Collective Agreement Act in Quebec are summarized in a separate article following this.

with less than one year's service, one week after one year's service, two weeks after five years' service and three weeks after 15 years' service.

**Wages:** hourly wage rates are increased by five per cent over the previous rates; to the rates so reached four cents per hour will be added to the rates of hourly-paid employees at Charlottetown and two cents per hour to the rates of hourly-paid female employees at Vancouver. Weekly wage rates are increased by 2½ per cent. (A cost-of-living allowance payable under the terms of the previous agreement has been discontinued.)

**Night shift differential:** the company agrees to pay a premium of seven cents per hour for work performed between 6 p.m. and 6 a.m. In Winnipeg and Edmonton a premium of seven cents per hour will be paid to all employees working on shifts beginning between 3 p.m. and 3 a.m. (an increase of two cents per hour in either case).

**The sick pay and welfare plan** as amended will remain in effect for the term of the agreement.

Provision is made for *grievance procedure, seniority rights* and the *safety and health* of employees.

**Textiles**—*Marysville and Milltown, N.B., Cornwall and Hamilton, Ont.*—*Canadian Cottons Limited and Textile Workers' Union of America, Locals 854, 858, 806 and 962.*

Agreement to be in effect from August 20, 1952, to December 17, 1953, and thereafter from year to year, subject to notice. This agreement is similar to the one previously in effect (L.G., June, 1951, p. 821), with the following change:—

**Statutory holidays:** the number of paid holidays has been increased from five to six.

**Shipbuilding**—*Montreal, P.Q.*—*Canadian Vickers Limited and L'Union Nationale des Employés de la Vickers, CTCC (National Union of Vickers Employees, CCCL).*

Agreement, following strike (L.G., Dec., 1952, p. 1675), to be in effect from October 29, 1952, to October 28, 1953, and thereafter from year to year, subject to notice.

**Check-off:** the company agrees to the check-off of union dues, subject to a secret vote among the union members and provided that 55 per cent of those voting are in favour of same. The check-off is to be voluntary and the authorization form is to contain an escape clause which would permit employees to revoke the authorization 30 to 60 days before the termination of the agreement.

**Hours:** nine per day, Monday through Friday, a 45-hour week. **Overtime:** time and one-half for work in excess of the regular hours and days of work; double time for work on Sundays and on seven specified holidays, five of which are *paid holidays* (previous agreement provided for four paid holidays).

**Vacations with pay** shall be in accordance with Ordinance No. 3 and amendments (one week after one year's service). After two years' accumulated service (as calculated from November 1, 1945) employees shall receive an extra day's pay, after three years two extra days' pay and after four years three extra days' pay; after five years' accumulated service employees shall receive an additional week's vacation with pay. In checking a man's seniority status back to 1945, the six months' clause for maintaining continuity shall prevail.

**Hourly wage rates** are increased by 12 cents over the rates in existence as of August 18, 1952, and are now as follows: marine department—layoutman \$1.47 to \$1.62, slab man \$1.47 to \$1.57, loftsmen \$1.42 to \$1.72; blacksmith, caulker, electrician, joiner, plater, riveter, shipwright \$1.37 to \$1.47; assembler \$1.35 to \$1.47, linerman \$1.33 to \$1.40, machine operator \$1.30 to \$1.35, painters \$1.30 to \$1.47; welders \$1.25 to \$1.47, trainee 90 cents to \$1.03; rivet tester \$1.52, straightener \$1.28 to \$1.37, burner \$1.27 to \$1.37, driller \$1.27 to \$1.35, rigger \$1.25 to \$1.35; chipper, holder on \$1.25 to \$1.33; stager \$1.24 to \$1.30, erector \$1.22 to \$1.30, heater \$1.21 to \$1.28, bolter-up \$1.16 to \$1.24, slab helper \$1.15 to \$1.24, slinger \$1.12 to \$1.29, reamer \$1.15 to \$1.23, helper \$1 to \$1.19, labourer \$1.

**Dirty work:** certain specified dirty work will be compensated by an additional 15 cents per hour above the regular rates. A bonus of five cents per hour will be paid for all repair work on ships inside and below the level of floor plates.

**Night shift differential:** men working on night shift will be paid at the rate of time and one-eighth.

The company will provide milk to employees working on types of work where gas or poisonous fumes may be injurious.

**Work outside the plant:** for ship work performed outside the Island of Montreal the company will pay travelling expenses, room and board and for travelling time on the basis of the employees' regular working hours at his regular rate of pay.

Provision is made for *grievance procedure, seniority rights and the safety and health of employees.*

## Construction

**Roads—Province of British Columbia—Road Builders and Heavy Construction Association and International Union of Operating Engineers, Local 115.**

Agreement to be in effect from January 2, 1952, to January 1, 1955, and thereafter subject to 60 days' notice. However,

negotiations regarding wages only may be opened each year on the anniversary date of the agreement, on 60 days' notice; if agreement is not reached during such negotiations, the agreement as a whole shall be terminated in order to permit the parties to declare or authorize a strike or a lockout.

**Union security:** closed shop.

**Hours:** eight per day Monday through Friday, a 40-hour week. Any time required for servicing, steaming up or shutting down before or after a shift shall be paid for at the regular rate. On jobs outside a radius of 25 miles from the Vancouver city hall, or on jobs where camps are maintained, 44 hours a week may be worked at straight time. **Overtime:** double time for work in excess of eight hours until a break of a full shift occurs and for work on Saturdays, Sundays and on eight specified holidays. No work is to be done on Labour Day. When working with sections of the construction industry, other than heavy construction, operating engineers will be paid at the extra overtime rate which is usually paid by those sections. If the company elects to work continuously on a 10-hour day, 6-day week basis, time and one-half will be paid for the first two hours in excess of eight hours, Monday through Friday, and for the first 10 hours on Saturday, double time thereafter and for work on Sundays and holidays. **Shift work:** when additional shifts are required and continued for three or more consecutive nights eight hours' pay will be granted for 7½ hours of work on the second shift or seven hours on the third shift.

**Vacation pay** will be provided as required by provincial law.

**Minimum hourly wage rates** effective September 2, 1952: aerial cableways \$2.40; bulldozers, carryalls (single), tournapulls, Terra Cobras, La Plante-Choate, grader and motor patrols, mucking machines \$2.20; D-2, D-4 types \$2, carryalls (tandem) \$2.28; compressors, pumps (water) \$1.82 and \$2.08; clamshells, derricks, cranes of all types \$2.35; crushers (man in charge), drills, core, cable, rotary and exploration drilling machines, fork lifts and lumber stackers, loaders, locomotives, batch plant operators, screening plant operators, pumpercrete and Groutt pump, scoomobiles \$2.13; hoists \$2.10 to \$2.25; mechanics (heavy duty), welders \$2.30; oiler, firemen, mechanics, helpers, padmen \$1.82; shovels \$2.35 and \$2.45; trenching machines, stationary steam engineers \$2.13 and \$2.25; mechanics working in permanent shops and permanently employed \$1.95, helpers \$1.62; foremen 25 cents per hour over highest classification under their supervision. Plant section (rates effective as of September 2, 1952): plant—foreman \$2.04, plant mechanic \$2.01; boilerman, mixerman \$1.73; burnerman, fireman (uncertificated) \$1.56; street—rollerman, finishing screed operator, finishing machine driver leverman \$1.73.

**Out-of-town jobs:** operating engineers required on out-of-town jobs will receive transportation, meals and travelling time up to eight hours in 24 (including Saturday, Sunday and statutory holidays) when travelling during working hours; if night travel is necessary a sleeper will be provided. On jobs beyond the limits of a city, town or village transportation to and from the project shall be provided and travelling time, when it exceeds 30 minutes, shall be paid



each way at the regular rate. Where camps are maintained, operating engineers will pay \$2 per day for board.

Provision is made for *grievance procedure*.

## Transportation and Public Utilities

### Urban, Suburban and Interurban Transportation—Toronto, Ont.—The Toronto Transportation Commission and Amalgamated Association of Street, Electric Railway and Motor Coach Employees of America, Division No. 113.

Agreement to be in effect from October 1, 1952, to September 30, 1953, and thereafter until a new agreement is executed.

#### GENERAL

**Union security:** union shop. Temporary employees (with certain exceptions) and juniors or apprentices shall become associate members of the association within 60 days from their date of entry with the Commission, the latter at one-half the regular monthly dues. All employees seeking admission shall be admitted by the union.

**Check-off:** the Commission agrees to check-off and remit to the association monthly from the pay of all members of the association who so authorize all dues and such assessments as may be assessed against them.

**Vacations with pay:** two weeks after one year's continuous service, three weeks after 12 (previously 15) years' continuous service.

**Statutory holidays:** all work performed by uniformed employees on a holiday for which a special selection has been held and on which a special holiday is in effect shall be paid for at time and one-half, except for work on Christmas Day and on New Year's Day which will be paid for at double time. Uniformed employees who would normally be at work, but for whom no work is available on the day any of eight statutory holidays is observed, will be paid eight hours' pay for each such holiday not worked. Such holiday pay shall be distributed on a fair rotating basis. Maintenance and other non-uniformed hourly-paid employees will be paid double time for work on eight (previously six) designated paid statutory holidays and time and one-half for work on the day any holiday other than a designated holiday is observed.

**Hourly wage rates** are, with a few exceptions, increased by three cents per hour over the basic wage rates previously in effect.

**Escalator clause:** there shall be a cost-of-living adjustment of three cents per hour for each rise or fall of four points above, but not below, a base figure of 191 in the Dominion Bureau of Statistics' cost-of-living index.

Provision is made for *grievance procedure*, a *pension fund*, *disability allowance*, *retirement gratuities*, *sick benefits* and *medical services*.

#### CITY AND SUBURBAN UNIFORMED EMPLOYEES

**Hours:** eight per day, five days a week, with a leeway of one-half trip to complete schedule for two-thirds of the crews so far as practicable, the remainder to work ends and spares. Uniformed employees required to operate equipment into or out of service from or to carhouse yard or garage, or who may be required to report for a run or crew on the street, or be relieved on the street, will be allowed 15 minutes once each day

worked at standard rate to compensate for reporting and signing-in time. Employees required to take vehicles at the carhouse or garage shall, at the first time reporting for the day, report to the office supervisor at least 10 minutes before scheduled time; when required to relieve on the street for the second and subsequent time and when not required to report to the office supervisor, they will be allowed the equivalent to the time required to travel between the carhouse or garage and the relief point, in excess of 10 minutes, at the regular rate of pay, such time in each case not to be computed as platform time. Off-days shall be arranged as agreed upon between the parties to the agreement.

**Overtime:** time and one-half for all combined work over 8½ actual working hours, or for time in excess of 11½ hours' spread for two or more piece crews; time and one-quarter for Sunday work. If a major emergency affects the passenger service making it impossible for vehicles to operate as scheduled, overtime rates shall not apply. No extra payment shall be made for overtime on Sunday.

**Guaranteed pay:** all scheduled crews for uniformed employees will be paid at least eight hours per day. The Commission guarantees to each extra uniformed employee a minimum pay of 80 hours (previously 70 hours) per 10-day pay period at employees' basic rate, provided he reports for work on time and carries out the duties assigned to him.

**Uniforms:** the Commission will pay half the cost of the uniforms for uniformed employees with one year's service and will provide free uniforms for employees with more than two years' service; no employee shall be required to pay for more than one uniform and a half.

**Hourly wage rates**—starting, intermediate and maximum rates for certain classes: conductor, motorman \$1.41, \$1.43½, \$1.46; pay-enter car operator, bus and coach driver \$1.46, \$1.48½, \$1.51; when in charge of trainees the above employees will be paid 15 cents per hour extra.

**Seniority** shall be in effect as agreed upon in detail from time to time. The selection of runs shall be made seasonally at least 4 times each year, or in the event of schedule adjustments.

#### INTERURBAN COACH DRIVERS

**Hours:** the days' work will be arranged to suit the requirements of the business; existing arrangements as to personnel shall be continued. Off-days shall be arranged as agreed upon by the parties. Drivers required to take coaches at a terminal or garage at the first reporting for the day shall report to the terminal at least 10 minutes ahead of scheduled time; otherwise the runs shall be filled with other men if available.

**Meal allowance:** the Commission will grant an allowance of \$1 for each meal, in excess of one, to drivers on trips requiring more than one meal away from their home terminal. Drivers on charter service, entitled to meal allowance under present regulations, shall be allowed \$1.25 per meal.

**Seniority:** drivers shall have their respective places in the division in accordance with their date of permanent transfer to the division, and choice of runs shall be made on that basis.

Provisions regarding reporting and signing-in allowance, overtime, guaranteed pay, and uniforms are similar to the ones affecting city and suburban uniformed employees outlined above.

#### DIVISIONAL CLERKS

**Hours:** the day's work will be arranged to suit the requirements of the business and normally there will be an 8-hour day, five days per week. Off-days shall be consecutive.

**Overtime:** time and one-half for all work in excess of eight actual working hours in one day and for work on the regular off-days. Time off shall not be given in lieu of off-days worked. Time and one-quarter will be paid for all Sunday work to regularly assigned employees.

**Hourly wage rates:** junior divisional clerks \$1.41 to \$1.46; divisional clerks \$1.48 $\frac{1}{2}$  and \$1.51, general divisional clerk \$1.54 and \$1.57, senior divisional clerk \$1.63.

**Seniority** shall be in effect as agreed upon in detail from time to time.

#### MAINTENANCE DEPARTMENT

**Hours:** the daily hours of work shall be governed by the urgency of the work on hand, but normally there shall be an 8-hour day and a 5-day week. Way section employees of the Way and Structures Department shall work an average 5 $\frac{1}{2}$ -day week, alternately five days one week and six days the other, except for the way shop section employees who shall work as above only from May 1 to October 31, and a 5-day week from November 1 to April 30.

**Overtime:** time and one-half for work in excess of eight hours per day for employees with a regular 8-hour day and for all work on regular off-days; time and one-quarter for all Sunday work to employees who are regularly assigned to Sunday work.

**Guaranteed pay:** the Commission guarantees to every employee in the Way and Structures Department a minimum of seven hours' pay per regularly scheduled work day, provided such employee reports for work and carries out the duties assigned to him.

When in the opinion of the Commission the weather is inclement, employees in the way section shall be paid time and one-half for the actual time required to work in an emergency when changing steel at any location where operation of service must be restored.

Two suits of overalls, coveralls or smocks will be supplied free of charge to each hourly rated employee who requires them. Protective clothing shall be supplied for emergency crews, switch cleaners and, when necessary to certain other employees.

**Hourly wage rates** for certain classifications: equipment department—shop helper, car checker \$1.35 and \$1.38; steam jenny operator, shop mule operator \$1.38 to \$1.42; transfer table operator \$1.41 to \$1.46, traction motor installer \$1.46 to \$1.51; motor repairman \$1.46 to \$1.51, helper \$1.38 to \$1.42; service car repairman, vehicle wireman \$1.51 to \$1.57; general vehicle wireman, electrical repairman (small apparatus), general blacksmith \$1.57 to \$1.63; upholsterers \$1.51 to \$1.63, painters \$1.41 to \$1.57; stores section \$1.35 to \$1.51; apprentices from \$1.16 during the first 6 months to \$1.51 during the sixth 6 months. Way and structures department—labourer \$1.35 and \$1.38; truck driver, trackman, fire inspector \$1.38 to \$1.42; general trackman, equipment operator, general fire

inspector \$1.41 to \$1.46; maintenance repairman, track grinder \$1.46 to \$1.51; general improver (way), shop welder, blacksmith, boilermaker \$1.51 to \$1.57; general welder, electric crane operator \$1.57 to \$1.63; general machinist \$1.63 to \$1.69.

**Seniority** shall be effective in the filling of vacancies, provided the employees concerned have the necessary qualifications and ability.

#### Urban, Suburban and Interurban Transportation—Toronto, Ont.—The Toronto Transportation Commission and the National Organization of Civic, Utility and Electrical Workers, Branch No. 2.

Agreement to be in effect from March 26, 1952, to March 31, 1953, and thereafter until a new agreement is executed.

**Union security:** union shop. The union will admit to membership all new employees engaged by the Commission and will not suspend or expel a member until agreed to by the Commission.

**Check-off:** the Commission agrees to deduct from the pay of each member of the union who so authorizes all dues and assessments assessed against such member and to remit same to the union.

**Hours:** eight per day five days a week, a forty-hour week, except for substation operators and other similar employees who shall work an average 5 $\frac{1}{2}$ -day week, five days one week and six days the other. **Overtime:** time and one-half for the first four hours of work in excess of eight hours per day, double time thereafter and for work on an employee's off-days. If an employee is called out for emergency work four hours or more after his normal finishing time he will be paid double time for all hours worked until his normal starting time. Employees regularly assigned to Sunday work will be paid time and one-quarter.

**Statutory holidays:** six paid and two unpaid holidays will be observed by the Commission. Employees required to work on the paid holidays will be paid straight time in addition to the holiday pay. Shift employees required to work on any unpaid holidays will be paid time and one-half, and day employees double time, for each hour worked.

**Vacations with pay:** two weeks after one year of continuous service, three weeks after 15 years of continuous service.

**Clothing:** two suits of overalls shall be provided free of charge to each hourly-rated employee who requires them. Rubber coats, rubber boots and hats will be provided for emergency men when necessary.

**Hourly wage rates:** substation electrician, grade I \$1.66 to \$1.72; electricians, emergency lineman, grade I \$1.60 to \$1.66, grade II \$1.54 to \$1.60, grade III \$1.43 to \$1.48; senior substation operator \$1.54 to \$1.60; substation operator \$1.48 to \$1.54, assistants \$1.35 to \$1.43, helper \$1.32 and \$1.35; shop service repairman \$1.43 to \$1.48, chauffeur groundsman \$1.38 to \$1.43; electricians' helper, chauffeur, service truck driver \$1.35 to \$1.39; electronic technician \$298.56 to \$328.81 (per month). (The above hourly rates are 24 cents per hour higher than the basic rates provided in the 1950 agreement but include cost-of-living adjustments made in the interim.)



**Escalator clause:** in addition to the above rates employees will be paid a cost-of-living adjustment of one cent per hour or \$1.62½ per month for each change of 1·3 points in the Dominion Bureau of Statistics' cost-of-living index above, but not below, the base index figure of 190·4. (The previous agreement did not provide for a cost-of-living adjustment, but in February 1951, the Commission agreed to pay an adjustment of one cent per hour for each rise or fall of 1½ points in the cost-of-living index above the base index figure of 162·2.)

Provision is made for *grievance procedure, seniority rights, pensions, retirement gratuities, disability allowance* to certain employees, *sick benefits and medical services*.

**Urban, Suburban and Interurban Transportation—Toronto, Ont.—The Toronto Transportation Commission and International Association of Machinists, Lodge 235.**

Agreement to be in effect from October 1, 1952, to September 30, 1953, and thereafter for successive periods of one year, subject to 30 days' notice.

**Union security:** union shop with the provision that any eligible employee who on April 29, 1946, was a member of Division 113, Amalgamated Association of Street, Electric Railway and Motor Coach Employees of America may retain his present membership and will not be required to join Lodge 235 of the association; however, the association will be his sole bargaining agency. Part-time or seasonal employees shall become associate members of the association after 60 days' employment and shall then pay dues of \$1 per month.

**Check-off:** the Commission agrees to check-off and remit to the association monthly from the pay of all members of the association who so authorize all dues and such assessments as may be assessed against such members. The association shall not impose an additional entrance fee or special assessment or increase its existing fees unless agreed to by both parties.

**Hours:** eight per day Monday through Friday, a 40-hour week. **Overtime:** time and one-half for work in excess of eight hours per day, for work on Saturdays to employees who normally do not work on Saturdays and for all work on Sundays and on any unpaid holiday, except that lead hands, general machinists and general millwrights will be paid double time for work on such holidays and on Sundays; double time to all employees for work on eight (previously six) specified *paid holidays*.

**Vacations with pay:** two weeks after one year's continuous service, three weeks after 12 (previously after 15) years of continuous service.

**Clothing:** two suits of overalls will be supplied free of charge every year to employees covered by the agreement.

**Hourly wage rates**—starting, intermediate and maximum: lead hand machinist \$1.69, \$1.72, \$1.75; general millwright, general machinist \$1.63, \$1.66, \$1.69; machinist, bench fitter, spray welder, P.C.C. axle fitter, metalizer-grinder \$1.57, \$1.60, \$1.63; radial drill operator, punch press operator, bench repairman, millwright \$1.51, \$1.54, \$1.57; wheel press operator, metal polisher, babbitt moulder, drill hand, threading machine operator \$1.46, \$1.48½, \$1.51; bench handyman \$1.41, \$1.43½, \$1.46; machine shop

helper, sand blast operator \$1.38, \$1.40, \$1.42; apprentices—first six months \$1.11, second six months \$1.16 and so on to \$1.56 during the eighth six months. (The above rates are three cents per hour higher than the previous rates.)

**Escalator clause:** there shall be a cost-of-living adjustment based upon a supplementary increase of three cents per hour for each rise or fall of four points above, but not below, a base index figure of 191 in the Dominion Bureau of Statistics' cost-of-living index. (The previous agreement provided for a cost-of-living adjustment of one cent per hour for each change of 1·3 points in the index above the base figure of 190·4.)

Provision is made for *seniority rights, grievance procedure, an apprenticeship plan, pensions, disability allowance* and retirement gratuities for certain employees, *sick benefits and medical services*.

**Service**

**Laundry—Sydney, N.S.—White Circle Company Limited and Sydney Dry Cleaning and Laundry Workers' Union (CCL).**

Agreement to be in effect from June 30, 1952, to June 29, 1953, and thereafter from year to year, subject to 30 days' notice, provided, however, that wage rates may be re-negotiated on 30 days' notice given by either party. The wage schedule shall be reviewed within six months.

**Union security:** union shop.

**Check-off:** the company agrees to deduct union dues from the pay of all union members who so authorize and to remit same to the union. The company will make a charge of five per cent for collecting such dues for the union.

**Hours:** eight per day, six days a week, a 48-hour week. **Overtime:** time and one-half for work in excess of 8 hours per day, double time for work on Sunday and on eight specified holidays and on any other day proclaimed a national holiday. All overtime shall be on a voluntary basis except in cases of agreed emergency. In any week during which a statutory holiday occurs on a weekday, employees will be guaranteed 44 hours' pay, providing they have worked the required hours during the other five days.

**Vacations with pay:** after one year's continuous service (a minimum of 300 days of actual work) one week, except that employees taking their vacation between November 1 and April 1 at a time designated by the employer shall receive one extra week's vacation with pay; after three years' continuous service two weeks and after 15 years' service three weeks. As far as is practicable all vacations with pay shall be allowed at the time requested by the employees between May 1 and October 1 of each year, except that employees entitled to three weeks shall take the third week at a time convenient to the management. The practice of giving an employee with more than two but less than three years' continuous service two weeks' vacations and one week's pay shall be continued.

**Hourly wage rates:** heads of shirt, flat work, wearing apparel and sorting units 54 cents; folders, presser, shakers, feeders, pressers and ironers, starcher, sorter,

checkers 45 to 49 cents; head checkers 54 to 64 cents, office clerks 45 to 50 cents, fireman 85 cents; dry cleaning unit—cleaner foreman \$49.72 (per week) helper 71 to 74 cents, silk finisher 53 to 64 cents, presser 54 cents; wash rooms—wash room foreman \$51.72 (per week), helper \$36.72 (per week); wringer, wet work checker 79 to 83 cents. (The above hourly rates are 4 cents higher than the previous rates.)

**Seniority:** lay-offs, due to curtailment of production or a change in method, and rehiring will be conducted on the basis of plant seniority, provided the employees concerned have the requisite experience, skill and ability to do the work, while promotions will be made on the basis of seniority within departments.

Provision is made for *grievance procedure* and the *safety and health* of employees.

### **Public Administration—Province of Saskatchewan—The Government of the Province of Saskatchewan and the Saskatchewan Civil Service Association (TLC).**

Agreement to be in effect from October 1, 1952, to September 30, 1953, and thereafter from year to year, subject to 30 days' notice.

**Union security:** maintenance of membership for all association members with a union shop for all new employees.

**Check-off:** the government agrees to deduct all dues, initiation fees and association assessments and levies from the pay of all association members who so authorize and to remit same to the association.

**Hours:** for office employees—6½ per day Monday through Friday, three on Saturday, a 35½-hour week; for all other employees—44 per week or 88 in any two-week period (except where the present working hours are less than 44). For the period from the beginning of the week in which May 1 falls to the Saturday immediately preceding Thanksgiving Day a five-day week shall be in effect, subject to such modifications as may be necessary to render prompt and efficient service to the public. The actual daily and weekly hours for the period shall be as agreed upon between the two parties, but in no case shall the weekly hours exceed those provided above. **Overtime:** time and one-half will be paid for work in excess of an employee's normal working hours, provided that less than one-half hour shall not be considered in calculating overtime. Where the current annual salary rate exceeds \$3,000, the sum of \$3,000 shall be used as the annual salary in calculating overtime. Employees in classes of positions whose maximum rates exceed \$308 per month shall not be entitled to receive overtime, except where otherwise agreed from time to time. Overtime will not be paid to field employees whose actual hours cannot be defined.

**Statutory holidays:** nine specified statutory and any customary local civic holidays shall be allowed with pay. An employee who works on a holiday will be entitled to another day and one-half off or, if this cannot be granted, he will be paid, in addition to his regular pay, time and one-half for such work.

**Vacations with pay:** 1½ days for each completed calendar month of service from

the date of employment to the following March 31, thereafter three weeks during each year of service.

**Sick leave:** for illness or other pressing necessity employees with less than three months' continuous service will be allowed one week's leave and those with more than three months' continuous service 18 working days' leave with pay for each year of service. Unexpended leave shall be cumulative to a maximum of 12 months. On separation employees who are not eligible for superannuation shall receive an amount equal to one-third of the unexpended sick leave accumulated from date of employment to July 31, 1951, with payment calculated on salary being paid as of July 31, 1951. Employees eligible for superannuation shall receive an amount equal to one-third of the unexpended sick leave accumulated from date of employment to November 1, 1949; however, such gratuity shall not exceed four months' salary. In the event of death of an employee amounts due him under the above provisions shall be paid to his dependents. In the case of an injury compensable under the provisions of the Workmen's Compensation Act the government will pay the employee an amount equal to one-third of the compensation payment for a period not in excess of one year.

**Monthly wage rates** for certain classifications: administrative, fiscal and clerical—switchboard operator \$123 to \$148; clerk, clerk typist, grade I \$123 to \$148, grade II \$148 to \$181, grade III \$174 to \$213; clerk, grade IV \$204 to \$251, grade V \$251 to \$308; clerk stenographer, grade I \$128 to \$154, grade II \$154 to \$188, grade III \$174 to \$213, grade IV \$188 to \$231; bookkeeping machine operator, grade I \$143 to \$174, grade II \$160 to \$196, grade III \$174 to \$213; statistical clerk, grade I \$160 to \$196, grade II \$188 to \$231; accountant, grade I \$251 to \$308, grade II \$284 to \$348, grade III \$334 to \$408; auditor, grade I \$251 to \$308, grade II \$273 to \$334, grade III \$296 to \$362, grade IV \$334 to \$408; economic research assistant \$204 to \$251; research economist, grade I \$262 to \$321, grade II \$296 to \$362; fire inspector, fire investigator, milk distribution investigator, theatre inspector \$231 to \$284; insurance inspector, assistant film censor, apprenticeship inspector, inspector of wages and hours \$222 to \$273; chief clerk and budget officer, supervisor (school grants and statistics) \$273 to \$334; applied sciences and engineering—engineering assistants, grade I \$160 to \$196, grade II \$188 to \$231, grade III \$204 to \$251, grade IV \$262 to \$321; research engineer, grade I \$273 to \$348, grade II \$296 to \$362, grade III \$334 to \$408; architect \$334 to \$408, highway materials engineer \$408 to \$493, pilot \$362 to \$442. The government agrees to recognize the principle of equal pay for equal work.

**Cost-of-living bonus:** in addition to the above rates employees will be paid \$1 per point, or fraction thereof, on the difference between 177 and the Dominion Bureau of Statistics cost-of-living index for the first business day of the month; payment for the current month shall be included in the following month's pay cheque.

**Shift differential:** shift employees, other night watchmen and those employees rotating through three shifts, will be paid a differential of 40 cents for the second shift, and 65 cents for the third shift worked.



**Northern district allowances:** employees stationed at certain specified points in the Northern district will be paid an allowance of \$15, \$20 or \$25 per month (depending on the place where they are stationed) over and above the basic rate of pay and bonus. These allowances shall not apply to

employees either sleeping or eating in government operated institutions located at these points.

Provision is made for *grievance procedure, seniority rights, employment and promotional examinations and transfers of employees.*

## Collective Agreement Act, Quebec

Recent proceedings under the Collective Agreement Act, Quebec,\* include the amendment of six agreements. In addition to those summarized below, they include: the amendment of the agreement for tannery workers in the province published in the *Quebec Official Gazette*, November 22, 1952.

Requests for the amendment of the agreements for the fashion accessories industry at Montreal and for the men's and boys' shirt manufacturing industry, as well as for the corrugated and uncorrugated paper box industries in the province, were gazetted November 22. Requests for the amendment of the agreements for retail food stores at Quebec and for trade and office employees at Jonquière were gazetted November 29; requests for the amendment of the agreements for the building materials industry in the province and for the building trades at Montreal were published December 6.

Orders in Council were also published approving the constitution and by-laws of certain joint committees and others approving the levy of assessments on the parties to certain agreements.

\*In Quebec, the Collective Agreement Act provides that where a collective agreement has been entered into by an organization of employees and one or more employers or associations of employers, either side may apply to the Provincial Minister of Labour to have the terms of the agreement which concern wages, hours of labour, apprenticeship, and certain other conditions made binding throughout the province or within a certain district on all employers and employees in the trade or industry covered by the agreement. Notice of such application is published and 30 days are allowed for the filing of objections, after which an Order in Council may be passed granting the application with or without changes as considered advisable by the Minister. The Order in Council may be amended or revoked in the same manner. Each agreement is administered and enforced by a joint committee of the parties. References to the summary of this Act and to amendments to it are given in the *LABOUR GAZETTE*, January, 1949, page 65. Proceedings under this Act and earlier legislation have been noted in the *LABOUR GAZETTE* monthly since June, 1934.

### Mining

#### Building Materials Industry, Province of Quebec

See below under "Manufacturing".

### Manufacturing

#### Bakery Products, Quebec District

An Order in Council, dated November 19 and gazetted November 29, amends the previous Orders in Council for this industry (L.G., Jan., 1951, p. 63; May, p. 690; March 1952, p. 298).

*Territorial jurisdiction* now comprises the cities of Quebec and Lévis and the area within a radius of 10 miles of their limits, and within a radius of 35 miles from their limits when there are more than seven employees in the bakery. The counties of Dorchester, Bellechasse, Lotbinière and Portneuf are not governed by the agreement.

*Minimum wage rates in bread bakeries:* in establishments with more than six employees—head journeyman baker or assistant foreman \$51 per week; in bakeries with six employees or less—head journeyman baker or assistant foreman \$48 per week. Minimum rates for other classifications: doughmaker, leaven man \$45 per week; ovenman \$44; weigher, panner, journeyman baker \$43; helpers \$32; apprentices from \$19 in first six months to \$28 per week in third year. (The above rates are from \$1 to \$4 per week higher than those rates formerly in effect.) Minimum rate for occasional journeyman baker is unchanged at \$7 per day.

*Severance notice:* an employer must give eight days' notice of dismissal to an employee who has one month of service or more, unless dismissal is justified by employee's behaviour; an employee must give eight days' notice before leaving employer's service unless he has sufficient reason for not doing so; in the event of disputes the Parity Committee shall decide.

#### Food Products Manufacturing and Wholesale Food Trade, Quebec District

An Order in Council, dated November 19 and gazetted November 29, amends the previous Orders in Council for this industry (L.G., June, 1950, p. 872; Dec., p. 2066; Sept., 1951, p. 1250; Jan., 1952, p. 54 and previous issues). Another amendment was published in the *Quebec Official Gazette* May 31, 1952. The term of the present agreement, as amended, is extended to May 1, 1953, and thereafter from year to year, subject to notice.

### Part I

Part I of this agreement is amended by providing that the word "manufacturers" means persons who manufacture, transform or condition food for human and/or animal consumption, as well as by the addition of the words "pork butcheries" after the words "packing houses" in certain clauses of the agreement relating to definitions, hours, night shifts and minimum wage rates, and the deletion of the classification millwright from the table of minimum rates governing this part of the agreement.

### Part II

Part II governing commercial salesmen, etc., is amended by the addition of the words "town traveller". *Minimum weekly wage rates in Zone I for commercial salesmen, etc., are unchanged at from \$24 per week during first six months to \$39 per week during and after the fourth year, in Zones II and III the above rates, less 10 per cent. It is now provided that previous experience in private firms engaged in the trade of products covered by this agreement will be taken into account when classifying travelling salesmen or representatives.*

### Part III

A new Part III governing certain food products manufacturing is added as follows:—

*Industrial jurisdiction:* Part III applies to all employers and employees in factories manufacturing human food products such as nuts and almonds, peanut products, etc, tea, coffee, spices, essences, baking powder, pickles, concentrated soups, syrups, potato chips, pickled tongue, sugar butter, powdered jellies, gelatin, bread powder, edible oils, chocolate, bonbons, fruit and vegetable preserves. (The above items were previously included among the exceptions to the terms of this agreement.) However, regarding candy and chocolate manufacturers exclusively, only those employees committed to the production of candies and chocolates are excluded from the terms of the present agreement.

*Territorial jurisdiction* comprises the cities of Quebec and Lévis and the municipalities entirely or partly included within an area comprising a radius of 50 miles of their limits; the whole divided into three zones.

*Hours:* stationary enginemen and firemen (other than first class enginemen)—54 per week, all year round; office employees (male and female) 44 per week; other employees—48 per week during the period from the first complete week of December to the end of the week preceding July 1, 54 per week during any other period; occasional employees (male and female), watchmen and boiler (not stationary engines) firemen, personal and administration employees and first class enginemen—no regular work week.

*Overtime:* time and one-half for work done in excess of 44, 48 or 54 hours per week, or for work in excess of daily limitation of hours as provided for. Certain limitations on overtime rates are provided for work done during the seasonal rush period between July 1 and November 30, as well as in the case of carters, deliverymen's helpers, etc.; double time for work on any of 9½ specified paid holidays. Overtime rates do not apply to occasional employees, etc.

*Minimum wage rates for factory personnel:* males—general hand (20 years or over, first year) 73 cents per hour in Zone I, 66 cents in Zone II, 62 cents in Zone III; general hands (20 years or over, one year or more) 80 cents in Zone I, 72 cents in Zone II, 68 cents in Zone III; junior workers (less than 20 years) 60 cents in Zone I, 54 cents in Zone II, 51 cents in Zone III; stationary enginemen (fourth class), truckdriver 85 cents in Zone I, 77 cents in Zone II, 72 cents in Zone III; firemen 75 cents in Zone I, 68 cents in Zone II, 64 cents in Zone III; millwright, confectioner 89 cents in Zone I, 80 cents in Zone II, 76 cents in Zone III; roaster, shipper 87 cents in Zone I, 78 cents in Zone II, 74 cents in Zone III; cooper 94 cents in Zone I, 85 cents in Zone II, 80 cents in Zone III; assistant confectioner 83 cents in Zone I, 75 cents in Zone II, 71 cents in Zone III; occasional hands (boys) 50 cents in Zone I, 45 cents in Zone II, 43 cents in Zone III; (men) 60 cents in Zone I, 54 cents in Zone II, 51 cents in Zone III; females—general hand (first year) 49 cents in Zone I, 44 cents in Zone II, 42 cents in Zone III; (second year) 55 cents in Zone I, 50 cents in Zone II, 47 cents in Zone III; occasional hand 50 cents in Zone I, 45 cents in Zone II, 43 cents in Zone III. *Minimum weekly rates for office personnel and for travelling salesmen:* accountant \$48 per week in Zone I, \$43.20 in Zone II, \$40.80 in Zone III; stenographer-typist from \$22 during first year to \$31 during fourth year in Zone I, from \$19.80 to \$27.90 in Zone II, from \$18.70 to \$26.35 in Zone III; in general work from \$19 in first year to \$25 during third year in Zone I, from \$17.10 to \$22.50 in Zone II, from \$16.15 to \$21.25 in Zone III; travelling salesmen from \$27 during first six months of sale in the line to \$42 per week during and after fourth year. Weekly wage rates shown above will be paid even if business hours are fewer in number, regularly or not, than those shown above in this agreement. Minimum wages, actually paid to employees, higher than those provided for in this agreement will not be reduced for the duration of the agreement.

*Vacation:* one week (six consecutive days) to every employee who, on April 30 of each year, has one year of service for the same employer or in the same establishment; every employee with less than one year of service is entitled to a vacation with pay equal to one-half day off per month of service; upon termination of employment every employee is entitled to vacation remuneration equal to two per cent of the wages earned by him during the vacation credit period. In Zone I only, employees with five years of continuous service are entitled to an additional week of vacation with pay (six days, consecutive or not, depending on previous agreement between the employer and employee) to be given at any time, but in the same year and paid at the rate of four per cent of the wages earned during such period; termination of employment entitles an employee to four per cent of wages earned during vacation credit period. Occasional hands are entitled to two per cent of wages earned during their period of employment, in lieu of vacation with pay. Provisions of Ordinance 3, revised, of the Minimum Wage Commission respecting annual vacations with pay, not inconsistent with the provisions of the present section will apply to the establishments governed by the present agreement.



## Men's and Boys' Clothing Industry, Province of Quebec

An Order in Council, dated November 19 and gazetted November 22 amends the previous Orders in Council for this industry (L.G., April 1949, p. 450; June, p. 735; Nov. 1950, p. 1903; June 1951, p. 827; July, p. 976; May 1952, p. 610; Oct., p. 1361, and previous issues). The Rainwear and Sportswear Manufacturers' Association is added to the list of contracting parties.

**Industrial jurisdiction** is amended as follows:—Schedule II, class B garments will now include raincoats, water-repellent trench coats and Hollywood coats, station wagon coats, cardigans, ski suits, capes, bush jackets, surcoats beach coats, jerkins and other similar garments, when such garments are made of cotton, rayon and/or synthetic materials or mixtures thereof, or manufactured by a section system which now provides (in addition to other regulations which are unchanged) that to qualify for class B, at least three of the following operations must be omitted in the manufacture of the garment: shaping, basting of facing, basting of lining, basting of edges and of armholes. (Other provisions of this agreement remain unchanged.) The list of garments excepted from the terms of this agreement is revised by deleting the word "workmen's" preceding the words "windbreakers" and "mackinaws".

**Minimum wage rates** for work done on class B garments are unchanged from those formerly in effect and summarized in the *LABOUR GAZETTE*, October 1952.

**Cost-of-living bonus:** odd pants and class B garments only—employers producing in an amount exceeding 25 per cent of their total production, garments not covered by this agreement, will pay to their employees a cost-of-living bonus of 20 cents per hour as formerly. However, it is now specified that should any employer, in any three-month period, produce less than 25 per cent of garments covered by this agreement, such employer will pay to his employees an additional  $2\frac{1}{2}$  cents per hour as a cost-of-living bonus. Class B garment manufacturers may incorporate the cost-of-living bonus of 20 or  $22\frac{1}{2}$  cents per hour, as the case may be, in the hourly or piece work rates paid to their employees. In the event that a manufacturer elects to include the cost-of-living bonus of  $22\frac{1}{2}$  cents per hour in the hourly or piece work rates, then the minimum hourly rates are those of schedule II (L.G., Oct. 1952), increased by  $22\frac{1}{2}$  cents per hour. (Other cost-of-living bonuses, including the general bonus of  $28\frac{1}{2}$  cents per hour, are unchanged.)

Provisions of this agreement governing apprenticeship and gradual promotion will apply to manufacturers of class B garments.

## Building Materials Industry, Province of Quebec

An Order in Council, dated November 19 and gazetted December 6 amends the previous Orders in Council for this industry (L.G., June 1950, p. 872; Aug., p. 1185; Dec., p. 2067; Nov., 1951, p. 1539).

### Granite Industry

**Minimum hourly wage rates** are increased by 10 cents per hour over those rates previously provided for (L.G., Nov. 1951, p. 1539) and the new rates are now as follows: granite cutter, letterer and designer

on composition, journeyman—granite cutter on surfacing or sandblasting machines \$1.50 in Zone I, \$1.35 in Zone II; in Zones I and II—surfacing machine operator, sandblast operator \$1 per hour; blacksmith \$1.15; machine polisher, carborundum machine operator \$1.05; hand polisher, stationary engineman's assistant, fireman 85 cents; apprentice polisher (maximum one year) 80 cents; hoist and crane operator, gang saw operator, stationary engineman 95 cents; quarry man (driller), labourer and helper, boxer (crater) 90 cents; apprentices from 75 cents in first six months to \$1.15 in third year. Minimum rate for watchman is unchanged at \$30 per week.

This amendment further provides that on April 1, 1953, all minimum hourly rates shown above will be automatically increased by five cents per hour.

The present amendment also provides that workmen employed extra hours by an employer, other than his employer of the regular shift, will be paid overtime rates. It is also provided that contracting parties to the present agreement (granite section) may submit, if deemed advisable, a petition for amendment or a new agreement, at the expiry of their initial agreement.

## Trade

### Retail Food Stores, Quebec District

An Order in Council, dated November 19 and gazetted November 29 amends the previous Orders in Council for this industry (L.G., Sept. 1950, p. 1680; Sept. 1951, p. 1253, and previous issues). Other amendments extending the term of the present agreement were published in the *Quebec Official Gazette* May 31, August 9 and October 4, 1952. The present agreement, as amended, will remain in force until February 28, 1953, and thereafter from year to year, subject to notice.

**Hours:** regular weekly hours are unchanged at  $53\frac{1}{2}$  per week.

**Minimum wage rates** for employees paid on an hourly basis are from two to seven cents per hour higher than those previously in effect and those rates for employees paid on a weekly basis are from \$1 to \$6.50 per week higher. New minimum wage rates for certain classifications are now as follows: employees engaged in the sale of meat or meat products in Zone I—class A (male) \$48 per week; (female) \$35.27, class B (male) \$41; (female) \$31.85, class C (male) \$34; (female) \$25.85, class D (male) \$20; (female) \$21; in Zone II minimum weekly rates for classes A, B, C, and D are \$34, \$28, \$23 and \$18 per week respectively; employees engaged in the sale of other food products in Zone I—classes A and B (male and female) and class C (female only) receive \$3 per week less than the rates shown above for similar classifications engaged in the sale of meat or meat products, class C (male) receives \$4 per week less and class D (female) 50 cents per week less, class D (male) receives the same weekly rate; in Zone II minimum rates for classes A, B, C, and D are similar to those shown above for employees engaged in the sale of meat or meat products. Other minimum weekly rates include qualified tradesmen (not governed by the agreement) \$35; bachelor delivery man and married

(Concluded on page 293)

## Legal Decisions Affecting Labour

Findings of Labour Relations Boards reversed by British Columbia and Quebec courts. Employer convicted of violation of Minimum Wage and Annual Holidays Acts loses appeal in Saskatchewan. Union must abide by its constitution in disciplining members, New Brunswick court holds

The British Columbia Appeal Court has reversed the decision of the Supreme Court in the case involving the certification of a bargaining agent for Safeway central office employees. The Supreme Court had found that an employee having access to confidential information was not necessarily a person "employed in a confidential capacity". Legislation excludes persons so employed from collective bargaining.

The Quebec Superior Court has ruled against the Labour Relations Board in a case in which an employer charged that the Board's conduct of a hearing was unfair. The Board failed to establish its claim that it had acted properly within its authority and therefore was not subject to court review.

In a decision dealing with the enforcement of the province's Minimum Wage and Annual Holidays Acts, the Saskatchewan Court of Appeal has dismissed an appeal by an employer convicted of violation of the Acts.

A union has been penalized by the New Brunswick Supreme Court, Chancery Division, for violating the rights of one of its members.

These cases are summarized in greater detail below.

### British Columbia Court of Appeal . . .

...holds Labour Relations Board erred in finding comptometer operators not confidential employees

The British Columbia Court of Appeal on October 24 quashed the order of the provincial Labour Relations Board certifying a bargaining agent for comptometer and power-machine operators employed in the central office of Canada Safeways Limited. The judgment allowed the appeal brought by the company against a decision of the British Columbia Supreme Court upholding the Board's ruling (L.G., Oct. 1952, p. 1369). The Appeal Court held that the Board had exceeded its jurisdiction, since the employees affected were employed in a confidential capacity and so were excluded from collective bargaining under the Industrial Conciliation and Arbitration Act.

The appeal was heard by three judges of the Court. Chief Justice Sloan set out the facts of the case. The appellant company operates 54 retail stores in British Columbia, selling chiefly groceries and meats. A group of employees in the company's central office assemble periodical reports submitted by the individual retail

outlets and make a compilation of them for the use of the management. Local 580 of the Retail, Wholesale and Department Store Union (CIO-CCL) applied for certification on behalf of this unit of office employees, composed mainly of comptometer and power-machine operators. The company opposed the application, on the ground that the employees were employed in a confidential capacity, but the Board issued certification on March 24, 1952, giving reasons for its decision.

The Chief Justice found that the Industrial Conciliation and Arbitration Act imposed on the Board the duty to determine whether a unit of employees is appropriate for collective bargaining. However, its jurisdiction to make that decision depended on certain conditions, one of which was that the unit must be composed of employees within the scope of the Act.

This section, prepared by the Legislation Branch, reviews labour laws as they are enacted by Parliament and the provincial legislatures, regulations under these laws, and selected court decisions affecting labour.



In the case of the employees in the Safeway central office, the preliminary question facing the Board was whether all or any of them came within the class excluded by Section 2 (a) of the Act, persons "employed in a confidential capacity".

Taking into consideration the Board's reasons for decision, His Lordship stated that the Board had apparently found that, if the Act were to be interpreted "in the strict sense," these employees would be ruled out of any proposed bargaining unit. The Board then went on to state, however:

Modern business practice and the emergence of large office organizations require a broad approach to this problem if the Industrial Conciliation and Arbitration Act is to be reasonably interpreted. Obviously one, or a few persons, could not be expected to deal with the mass of intimate information required in today's management office organization. Thus, nearly all employees in such an office handle, or have access to, confidential information.

The Board concluded that, while there was merit to the employer's case, justification existed for certifying a bargaining agent on behalf of the comptometer and power-machine operators.

His Lordship considered that the facts were not reasonably capable of supporting the Board's decision that the employees in question were not employed in a confidential capacity. In his view, the consideration of "modern business practice and the emergence of large office organizations" was not relevant to the problem, which must be determined according to the terminology of the Act itself. In His Lordship's words:

The nature of the tasks assigned must be the test contemplated by the Act and that same test must apply to all classes of business whether ancient or modern, large or small. As I have said, the facts herein point irresistibly to only one conclusion. Any other simply demonstrates that the Act has been misconstrued by the Board and that it has thereby exceeded its jurisdiction.

The Chief Justice then dealt with the argument of counsel for the Board that the Act provided that a decision of the Board as to whether a person was an employee within the meaning of the Act should be final and conclusive. In His Lordship's view, the Board's decision was final only when it had acted within its jurisdiction. In this case the Board had exceeded its jurisdiction.

Mr. Justice O'Halloran similarly held that the Act did not take away the power of the courts to review a decision of the Board on *certiorari*. However, the courts

were not entitled to quash a decision unless the Board had acted without jurisdiction, in excess or in abuse of its jurisdiction, in violation of an essential of justice (such as in the "teeth of the evidence") or had erred in law.

Considering the Board's decision in this case, Mr. Justice O'Halloran held that the Board had erred in law by giving the ICA Act an interpretation it does not permit and by giving a decision in the "teeth of the evidence".

In his view, the words in the Act "persons employed in a confidential capacity" meant employees in a position likely to be aware of the state of any confidential aspect of an employer's business affairs. The statute did not restrict the term to a person in an executive position, or to one who must exercise a discretion on behalf of his employer, or whose duty is to use confidential information in an operative way. His Lordship considered that employees engaged in dealing with confidential business information cannot be assumed to act purely as automatons in compiling, recording and summarizing that information, whether they do it with or without mechanical machines. He was also of the opinion that the word "capacity" was significant, since it related to the receptive powers of receiving, containing, absorbing. He concluded:

The statute in using the words "employed in a confidential capacity" selected language of an expansive tendency as contrasted to a contractive one for the purpose of describing a narrow concept, and purposely refrained from attaching to that language any limitation of degree or qualifications of any kind . . . In its ruling in this case, the Board in my judgment has taken upon itself the power to rewrite the statute, by reading into it something legitimate construction of its language does not permit a court to do.

Mr. Justice O'Halloran then gave reasons for his view that the Board had made its decision in the "teeth of the evidence". The evidence included exhibits of 31 of the company's printed forms for tabulating a vast amount of detail of the company's business operations, to be filled in by the employees in question and then summarized by them. His Lordship referred to a balance sheet which summarized the company's fixed assets, current assets, current liabilities, accounts, cash in banks and on hand, and detail of inventories. Other tables showed not only the nature of profits and losses in each store but the net earnings per period compared with those of the previous period and the same period the year before.

His Lordship stated that these figures would give a rapid picture of the company's financial position and were therefore of a highly confidential character. No tribunal could conclude that the printed forms were not of a confidential nature without departing from the realities of business life. He held accordingly that the Board had allowed extraneous considerations to mislead its judgment in the "teeth of the evidence" and thus to exceed its jurisdiction.

Mr. Justice Bird concurred in the reasons for decision of the Chief Justice. The Court allowed the company's appeal and quashed the certification issued by the Board. *In re Canada Safeway Limited and Labour Relations Board et al*, [1952-53] 7 WWR (NS), 145.

### Quebec Superior Court . . .

...finds procedure of Labour Relations Board in a certification hearing was unfair to employer

The Quebec Superior Court, on July 4, 1952, dismissed with costs the pleading submitted by the Quebec Labour Relations Board, the defendant in an action brought by an employer for a writ of prohibition and a declaration that the Board's procedure during the hearing of the employees' association's application for certification was invalid.

Mr. Justice Gibsone gave the judgment of the Court. The plaintiff in the case was a clothing manufacturer doing business at Quebec and Sorel. An agreement concerning working conditions was in effect between the employer and an association of his employees. On February 18, 1952, this association applied to the Quebec Labour Relations Board for certification. The Board informed the employer that an investigator would visit his establishments to get information to enable the Board to decide whether the proposed bargaining unit was appropriate, and asked for a list of employees in the unit. On April 4 the employer and the association were notified to attend the hearing of the application on April 24.

At the hearing the Board announced that it had received written representations from the National Clothing Syndicate of Sorel Inc. setting out facts which the syndicate intended to produce as evidence at the hearing of the association's application for certification. The Board refused to divulge what these representations were and permitted the syndicate to present its evidence.

According to the employer's claim, the whole session was devoted to the hearing of this evidence, which consisted of an attack against him and his business. He had objected formally to the Board's method of procedure at the hearing. He claimed that it was unfair and *ultra vires*, holding that the Board's duty was only to determine whether the employees' association had as members a majority of the employees in the unit by examining its books and records. In his view the Board was not entitled, apparently on its own initiative and without notifying him, to recognize this other union as an intervener and to admit its evidence at the hearing.

The employer stated that it was apparently the intention of the Board to apply Sections 20, 21 and 22 of the Labour Relations Act against him, the sections which forbid an employer to dominate or hinder the formation or activities of a union, or to seek to compel an employee to refrain from becoming or to cease to be a union member by threats or intimidation. He argued that under the Act the only remedy against unfair labour practices was prosecution with the consent of the Board or the Attorney General. Section 50 of the Act enables the Board to dissolve an employers' association guilty of seeking to dominate the activities of a trade union, but only after giving it an opportunity to be heard and to give evidence.

In its defence, the Board maintained that its decisions, procedures and acts were not subject to control by the courts and could not be set aside. It pointed out that the Labour Relations Act expressly prohibits the issuing of prerogative writs against the Board. It argued also that the plaintiff had no legal right to bring an action against the Board since there was no legal bond between them and that the facts alleged by the plaintiff were not adequate grounds for his claims.

The Court held that the immunity from judicial control afforded the Labour Relations Board by the Act was valid only when the Board acted within the limits set out in the Act. In this case the Board had exercised powers not given it by the Act. In Mr. Justice Gibsone's view, the plaintiff was therefore entitled to have his claims that the Board's conduct was unfair, arbitrary and injurious to him judged on their merits.

His Lordship held also that the plaintiff was entitled to bring the action because he had a natural interest in protecting the agreement between him and the employees' association, an agreement which might be



broken as a result of the Board's procedure and decisions. Finally, Mr. Justice Gibsone considered that the facts did justify the employer's claim.

The Court accordingly dismissed the Board's pleading with costs. *Maurice Pollack v. the Labour Relations Board of the Province of Quebec*, Quebec Superior Court, July 4, 1952, unreported.

### Saskatchewan Court of Appeal . . .

...dismisses appeal by employer from conviction under the Minimum Wage and Annual Holidays Acts

The Saskatchewan Court of Appeal on October 22, 1952, dismissed an employer's appeal from convictions under the Minimum Wage Act and the Annual Holidays Act.

The appeal was heard before five judges of the Court. Mr. Justice Procter stated the facts in his reasons for decision. The appellant had been charged before a police magistrate of the city of Regina for failure to pay the statutory minimum wage and the required annual holiday pay, equal to one twenty-sixth of a year's wages, to his caretaker, a full-time employee. The magistrate found him guilty on both charges and imposed a fine in addition to ordering payment of the amounts due to the caretaker under the Minimum Wage Act and the Annual Holidays Act. The employer then appealed to the District Court of Regina, where a new trial was held and both appeals dismissed. From that judgment, an appeal to the Court of Appeal was permissible on a question of law alone.

The employer claimed that, as part of her duties as a caretaker, the complainant operated a steam-heating boiler of more than 20-horse-power capacity, for which she did not possess the certificate required by the Saskatchewan Boiler and Pressure Vessel Act. He maintained that, since the judge of the District Court had found this as a fact, he should have held that the contract of employment was illegal and that therefore the caretaker could not take advantage of the provisions of the two statutes. He claimed further that the caretaker was an independent contractor and not an employee within the meaning of the Acts, but the Court refused to hear this ground of appeal because it had not been raised before the District Court judge.

Mr. Justice Procter considered unjustified the employer's claim that the trial judge had found as a fact that the caretaker did operate a boiler unlawfully as part of her duties. He held accordingly that the

Appeal Court was without jurisdiction to hear the appeals, since the question of law which the appellant sought to determine was not properly before the Court. Mr. Justice McNiven and Mr. Justice Culliton concurred in his reasons for judgment.

Chief Justice Martin raised the question of whether, if it had been definitely established that the contract of employment violated the Boiler and Pressure Vessel Act, the appellant could successfully claim the illegality of the contract as a defence to the charges against him of violating the Minimum Wage Act and the Annual Holidays Act. He did not answer this question but stated that he would require authority binding upon him before answering it in the affirmative.

Mr. Justice Gordon referred to the provisions of the two Acts requiring a magistrate, when convicting an employer of an offence against either statute, to order him to pay his employee the difference between the sum actually received and that to which he was entitled. His Lordship stated that the Acts were designed to protect a class which may not always be in a position to bargain with employers.

The Court dismissed the appeals without costs. *Regina v. Pantel*, [1952] 7 WWR (NS) 295.

### New Brunswick Supreme Court, Chancery Division . . .

...awards damages to longshoreman for penalties imposed by his union contrary to its Constitution

The New Brunswick Supreme Court, Chancery Division, on November 3 allowed a longshoreman's action for a declaration that he was still a member in good standing of his local union in spite of a decision of a union executive board declaring him ineligible to run for office. The court held that declaration to be invalid, since it was not made in accordance with the union constitution, and awarded the plaintiff \$300 damages for the annoyance he had suffered, in addition to the costs of the action.

The facts were set out in Mr. Justice Hughes' reasons for judgment. The plaintiff, William Carlin, was a member of Local 273 of the International Longshoremen's Association (AFL-TLC). On September 6, 1949, the international president of the union wrote to the president and the secretary of Local 273 informing them that Galbraith, the vice-president of the local union, was going to bring charges against Carlin and that if the charges were

substantiated he should be severely disciplined "as his reported actions were not only detrimental to the membership of the port of Saint John but to the Atlantic Coast District as a whole". [Carlin was president of Local 273 at the time of the Canadian Seamen's Union strike in 1949 and had supported the strike.] If he were allowed to retain his membership, he should be prevented from holding office for a period of five years. Disciplinary action would be taken in accordance with Article XVIII of the constitution of the international union.

Charges were brought against Carlin by Galbraith and were heard by the local union on October 3, 1949. By a vote of the members he was exonerated, 52 finding him guilty and 97 not guilty. In spite of this, the international president instructed the officers of the local to expel him immediately.

Carlin then brought an action for an injunction to prohibit his expulsion. An interim injunction was issued. At a hearing on November 30 to determine whether or not the injunction should be continued, a settlement was reached and Carlin's action was withdrawn. He was reinstated as a member in good standing with the approval of the international president and the local vice-president who had brought the charges.

Almost immediately after the settlement, new charges almost identical with the earlier ones were laid against Carlin. On December 20 the executive of the local union tried the charges and found him guilty. The hearing was adjourned until January 3, 1950, when a penalty was imposed suspending Carlin from the right to vote and to attend meetings for a period of five years.

Both parties appealed against this ruling, Carlin against the whole decision and Galbraith against the penalty as not being severe enough. A meeting of the local allowed Carlin's appeal by a vote of 134 to 83. No action was taken on Galbraith's appeal. His Lordship stated that, under Article X of the union constitution, the matter was thus settled subject only to a right of appeal to the Atlantic Coast District Executive of New York. This right of appeal may be had on definite and precise conditions, none of which were followed.

Galbraith, however, appealed to the Atlantic Coast District Executive, which on March 13, 1950, declared Carlin ineli-

gible for office for five years. Carlin was not present and no notice of appeal had been served on him.

In July 1951, attempts were made to persuade Carlin to agree not to run for office for five years but he refused. He was elected a delegate to a convention and attended as a delegate. On October 1, 1951, the president of Local 273, at a meeting to elect delegates to a wage committee, read the statement of the Atlantic Coast District Executive of March 13, 1950, and refused to accept Carlin's nomination. This was the first time Carlin had heard of the ruling. He challenged it and examined the report, which was not signed.

Mr. Justice Hughes stated:

The powers which the International Longshoremen's Association, Local 273, can exercise over a member of the union are what the said member gives the Association by becoming a member and accepting the constitution. Those powers include the right to work. If he is not a member of the Association he cannot work with them and cannot be employed on the same job. If they expel him, therefore, they deprive him of his livelihood. They can do so only as laid down in the constitution. They must act strictly within their rights. They have not done so.

In this case the charges against Carlin had been heard by the local and he had been exonerated on October 3, 1949. That was the end of the matter unless that decision was reversed on appeal. Since no appeal was made in accordance with the constitution, the question was settled. His Lordship held. The international president had no power under the constitution to order the expulsion of Carlin, as he first attempted to do. The declaration of the Atlantic Coast District Executive that Carlin was ineligible to run for office in the union was invalid because it was not made on an appeal taken by means of notices as provided for by Article XIX of the constitution.

The Court accordingly held that the proceedings of the District Executive of the union declaring the plaintiff ineligible to run for office were inoperative and that he was a member in good standing of Local 273 with all the rights and privileges of membership. The plaintiff had not lost his employment since his reinstatement as a union member on November 30, 1949, but he was entitled to damages for the annoyance caused him by the defendants' action. The Court assessed these damages at \$300. *Carlin v. Galbraith et al*, New Brunswick Supreme Court, Chancery Division, Nov. 3, 1952, unreported.



# Recent Regulations, Federal and Provincial

Minimum wages raised for janitors and sheet-metal workers in British Columbia. Apprenticeship regulations revised in Nova Scotia. The procedure for certification of bargaining agent established in P.E.I.

In British Columbia, an upward revision of minimum rates was provided for janitors and sheet-metal workers.

In Nova Scotia, general apprenticeship regulations set out what is required of the apprentice and the employer and define the powers and duties of the Director of Apprenticeship.

The first regulations to be made under the Prince Edward Island Trade Union Act provide for certification by the Provincial Secretary of a trade union as bargaining agent for a group of employees.

Minor amendments were made to the Rules of Procedure of the Labour Relations Boards of Nova Scotia and Ontario.

These and other regulations, both federal and provincial, are summarized in greater detail below.

## FEDERAL

### Canada Shipping Act

#### *Pilotage By-laws*

An amendment to By-law 2 of the Pilotage District of Quebec exempts from the compulsory payment of pilotage dues all steamships regularly employed in voyages on the St. Lawrence River and on the Saguenay River not extending below the eastern limits of the Pilotage District. Previously, only passenger steamships employed in such voyages were exempt. The amendment was approved by P.C. 4592 on December 4 and gazetted December 10.

## PROVINCIAL

### Alberta Coal Mines Regulation Act

New sections covering the use of milli-second delay action detonators were added to the regulations governing the care and use of explosives under the Coal Mines Regulation Act by an Order in Council (O.C. 1708-52) made December 1 and gazetted December 15.

The regulations now provide that milli-second delay action detonators may be used for firing shots in coal if permission in writing has been obtained from the Director of Mines to use such detonators and to take into the mine sufficient approved explosives for the purpose.

The multiple shot-firing device used with milli-second delay action detonators must also be approved by the Director. Every galvanometer and shot-firing device in use must be tested daily by an approved method and must not be used unless found to be in proper working condition.

The shot-firer must be trained thoroughly in all phases of milli-second multiple blasting methods. He must be certified as competent in the use of such methods by the District Inspector after he has passed an examination which included practical tests under actual working conditions.

The shot-firer must test for inflammable or noxious gases immediately before the holes are charged, immediately before the round is fired and immediately after he returns to the face following the firing of shots. Gas detector readings must be taken by a certificated examiner with an approved detector in addition to flame safety lamp tests. No shot must be fired if a test or reading shows that there is a dangerous amount of inflammable gas or dust in the air at the face or the roadway leading to the face.

Shots must be connected in series. At the time of firing, all persons must take refuge in a safe place at least 100 feet from the shots. No person may return to the face for at least four minutes after the shots are fired nor resume work until it is found safe to do so. This minimum period may be increased by the District Inspector if he thinks it is desirable to do so.

Other provisions cover such matters as the type of conductors used in the shot-firing cable, the amount of explosives which may be taken into the mine and the method of storing them, galvanometer testing, and rock dusting.

### British Columbia Hours of Work Act

A minor amendment was made to the schedule to the Hours of Work Act which

lists the industries in which workers may not be employed for more than eight hours a day and 44 hours a week, except in special circumstances.

Clause 1 of the schedule now reads "mining, quarrying, and other works for the extraction of minerals, *stone or other material from the earth*". The italicized words are new. The amendment was made by Regulation 38 on November 28 and gazetted December 4.

### **British Columbia Male and Female Minimum Wage Acts**

The minimum rates for men engaged in the sheet-metal industry and for janitors and janitresses working in apartment buildings were increased by two revised orders (Nos. 10 and 43), gazetted December 11 and December 18, respectively.

#### *Janitors in Apartment Buildings*

Effective from February 1, 1953, janitors and janitresses in apartment buildings containing four residential suites or less must be paid a minimum of 55 cents an hour instead of 50 cents, as before.

In buildings with more than four suites the minimum rate is, as previously, fixed on a monthly basis according to the number of suites. These rates were all raised by about 10 per cent and now range from \$39 a month for five residential suites to \$197 a month for 47 or more suites. In buildings containing five or more suites, the janitor must receive, in addition to the above rates, 55 cents an hour (rather than 50 cents) for all time spent in attending to single rooms, stores or accommodation other than residential suites.

As before, if two or more janitors are employed in an apartment building and reside on the premises, the employer must designate and record on the payroll at least one as resident janitor and pay him the minimum monthly rate specified according to the number of suites. If more than one are designated as resident janitors, each must be paid the minimum rate to which he is entitled. It is now made clear that the other janitor or janitors resident on the premises must receive at least 55 cents an hour.

The order no longer fixes maximum deductions which may be made from the minimum rates for accommodation provided for the janitor. The Board of Industrial Relations is authorized, where it is of the opinion that the accommodation is unsuitable or that the charge is unreasonable, to give notice in writing of the

facts to the employer and also to specify the deductions which the employer may make.

As before, when a janitor is supplied with electricity, a maximum of \$4 a month may be deducted from his wages or, as an alternative, meters may be installed and the janitor must pay for the consumption of the electricity according to the meter.

The weekly rest provisions are continued in the revised order. A weekly rest of 24 consecutive hours must be granted to a janitor in an apartment building containing 20 or more suites, and eight consecutive hours of rest if he is employed in a building containing from 12 to 19 suites.

#### *Sheet-Metal Workers*

The minimum hourly rate for sheet-metal workers was raised from \$1 to \$1.25. Time and one-half the regular rate must be paid for hours in excess of eight in a day or 44 in a week and such overtime may only be worked under permit of the Board. All male employees engaged in the manufacture, erection and installation of any sheet-metal work in connection with a residential, commercial or industrial building, plant or ship and also the manufacture or installation of gravity or forced-air heating or conditioned-air installation are covered by the order. Production-line or assembly-line manufacture of sheet-metal products for resale is excluded.

Other conditions of work set out in the former Order, which is now rescinded, remain unchanged (L.G., 1948, p. 1134).

### **British Columbia Metalliferous Mines Regulation Act**

A new regulation (O.C. 2878) was approved on December 2, gazetted December 18, under the Metalliferous Mines Regulation Act permitting workers employed in metallurgical works and quarries to work longer than eight hours in any 24 for the purpose of changing shifts.

The Act limits hours of employment in or about mines, quarries or metallurgical works to eight in any 24 hours but authorizes the Lieutenant-Governor in Council, on the recommendation of the Minister of Mines after an investigation, to substitute other provisions by regulation.

The new regulation provides that, after any existing collective agreement expires, or where no collective agreement is in force at the time the regulations were approved, an employee may be employed above ground at a quarry or metallurgical works for whatever period longer than eight hours in any 24 is necessary to make a change



of shift provided that an agreement is made between the employer and the employees permitting such extension of hours. If a collective agreement was in effect on December 2, such longer hours can be worked until the agreement expires, provided that it does not specifically forbid such an arrangement.

The new regulation does not apply to operations covered by two earlier Orders which allow a 10-hour day to be worked in quarries and in placer mining above ground if a permit has been obtained from the Department of Mines. Workers in quarries for whom no such permit was issued would therefore be covered by the new regulation.

### Nova Scotia Apprenticeship Act

New general apprenticeship regulations were approved by Order in Council on September 11, 1952, replacing those made in 1945. The regulations were issued under the new Act passed at the 1952 session of the Legislature to provide a more workable basis for the apprenticeship program (L.G., Oct. 1952, p. 1364).

The new regulations, which are similar to the ones they replace, cover minimum qualifications for apprentices, transfers from one employer to another, the period of apprenticeship and credits given for previous instruction or experience, the obligations of the apprentice and of the employer, trade testing of apprentices and tradesmen who apply for certificates of competency, and fees. In line with the new Act, which defined the powers and duties of the Director of Apprenticeship more specifically, several of the powers formerly held by the apprenticeship committee are now transferred to the Director.

In order to enter into a contract of apprenticeship in a designated trade, the prospective apprentice must be at least 16 years of age and must have completed grade eight, or any higher grade required by the rules governing the trade concerned, or have an equivalent education as determined by the Director.

The employer must forward three copies of each apprenticeship agreement to the Director. After the agreement is registered, the Director retains one copy and sends one to the employer and one to the apprentice.

When an apprentice is permanently transferred from one employer to another, a form of permanent transfer must be executed in triplicate by the apprentice and the employer and the transfer registered in the same manner as a new agreement.

It is now specified that the form of transfer must be executed within 30 days from the date of the transfer.

The length of the apprenticeship period must be set out in the agreement. If the apprentice has had previous experience in the trade or trade instruction in an educational institution approved by the Minister, the Director (rather than the apprenticeship committee) may grant him a time credit on the term of his agreement. The time credit may be granted on the basis of an evaluating examination or by such other means as are stated in the trade regulations.

The Director (formerly the committee) must furnish every apprentice with an identification card to be carried at all times.

Each apprentice must give faithful service to his employer during the apprenticeship period; avoid damage and waste of tools, goods and property of the employer; give satisfactory reason for any absence from employment or from instruction in trade subjects; and diligently follow the classroom instruction or correspondence courses related to his trade which are prescribed under the Act.

Every employer must provide adequate training for the apprentice in all job operations and trade processes as far as he is able to do so; keep him employed as long as work is available; where a full-time program requires his continuous attendance, release the apprentice from his duties, and where a part-time program is provided, allow the apprentice time to attend the classes without loss of pay; and notify the Director before making any change affecting the agreement. In addition, where an apprentice is laid off because of lack of work, the employer must give him the opportunity to be re-employed before another apprentice is hired.

The Minister (formerly the apprenticeship committee), may establish facilities for conducting trade examinations for apprentices and tradesmen who apply for certificates of qualification. The Director is required to make arrangements for conducting trade examinations at times and places to be determined by him. Each trade examination is to be conducted by a board of three persons, two of whom must be members of the local apprenticeship committee and represent employers and employees; the third must represent the committee. The Minister must direct the payment of reasonable compensation and expenses for such examining boards.

When the apprentice has satisfactorily completed the apprenticeship period and

the prescribed training, he must submit himself for the final trade examination. If he is successful, he is granted a certificate of apprenticeship by the Director.

A tradesman, other than an apprentice in training, who wishes a trade examination and certificate of qualification must apply in writing to the Director who must notify him in writing of the time and place of his test, which must be held not later than three months after he has applied for it. A certificate of qualification must be issued if the examination shows that he possesses the knowledge and skill of a journeyman in the trade. If he is not thoroughly competent, his ability will be evaluated in terms of the percentage of time necessary for an apprentice to complete the training to become a journeyman.

The fee for an examination and certificate of qualification remains at \$5, and, for a duplicate certificate, \$2.

### **Nova Scotia Trade Union Act**

The Nova Scotia Labour Relations Board made a small amendment to its Rules of Procedure on September 16, 1952, which was approved by the Lieutenant-Governor in Council on October 10.

Where an application for certification was made by a union, the rules previously required the Chief Executive Officer, after the time fixed for the filing of a reply by the employer and of notices of intervention, to notify the applicant and employer, and intervener if any, of the time and place fixed by the Board for consideration of the application. He is now required to give such notice only when the Board considers it necessary to bear verbal evidence and argument by or on behalf of the parties.

### **Ontario Disabled Persons' Allowances Act**

An amendment was made to the regulations under the Disabled Persons' Allowances Act to increase the maximum annual income which a married person living with his spouse may have in order to receive an allowance.

The Act, which was passed last year (L.G., Aug. 1952, p. 1092), provides for the payment of an allowance of not more than \$40 a month to permanently and totally disabled residents of Ontario between 18 and 65 years of age. To receive an allowance, a person must have resided in Ontario for 10 years.

A married person living with his spouse is now eligible for an allowance if his income, including the allowance, is not more than \$1,440 a year, instead of \$1,200.

If the annual income is more than that amount, the allowance will be reduced accordingly. The annual income permitted a single person remains at \$720.

### **Ontario Labour Relations Act**

The Ontario Labour Relations Board has issued regulations (329/52), gazetted November 29, making amendments to the Rules of Practice and Procedure of the Labour Relations Board. New provisions set out the procedure to be followed by an employee or group of employees who do not desire an applicant union to be certified as their bargaining agent.

Such employees may inform the Board in writing of their desire before the expiration of the eighth day after the notice of application was posted by the employer on his premises; they may then attend and be heard at the hearing. If the employee or group of employees fails to attend the hearing, the Board may dispose of the application without further notice to them and without taking their objection into consideration. The written notification to the Board must be signed by the employee, if there is only one, or by each member of the group. The employees may appoint a representative to attend and be heard at the hearing.

Amendments were also made to some of the forms to be used in connection with the application of a union to be recognized as the bargaining agent for a group of employees, or an application for the termination of bargaining rights. Notices of application for certification and for a declaration that a union is no longer representative of the employees in the bargaining unit are required to be posted in a conspicuous place on the employer's premises until the expiration of the eighth day after they are served instead of for five working days, as formerly.

### **Prince Edward Island Trade Union Act**

Under Section 14 of the Trade Union Act, which provides for the making of regulations "governing the recognition by employers of trade unions," regulations were recently made giving the Provincial Secretary certification powers similar to those held by the Labour Relations Boards of the other provinces. Until now there was no provision in Prince Edward Island for certifying a bargaining agent for a group of employees. The regulations were made November 17 and gazetted November 22.

The regulations state that no employer is required to recognize or bargain with a union until, in accordance with Section 7



of the Act, it has filed with the Provincial Secretary a certified copy of its constitution, rules and by-laws or other documents giving a complete statement of its objects.

The Provincial Secretary is empowered to examine the right of a trade union which has complied with Section 7 to represent a group of employees and he *must* exercise these powers if he is requested to do so by the employer or by any five employees. In order to determine (1) whether a majority of the employees in a unit are members in good standing of the union, and (2) whether a majority of them have selected the union as their bargaining agent, the Provincial Secretary may examine records or make other necessary inquiries, including the holding of hearings or the taking of votes, and may prescribe the nature of the evidence to be submitted to him. If he is satisfied that the two conditions have been fulfilled, he may certify the trade union as bargaining agent for the unit of employees.

When the Provincial secretary makes an inquiry into the question of representation, the employer is not bound to recognize or bargain with the union or its members *unless and until* the union has been certified.

The regulations state that a trade union may sue and be sued by the name which it filed with the Provincial Secretary or by the name by which it is commonly known.

### **Saskatchewan Health Services Act and Hospitalization Act**

The Saskatchewan Government has undertaken to provide free hospital services to recipients of old age assistance and their dependants, where the provincial share of the old age assistance pension is paid by Saskatchewan. This provision was approved by O.C. 2671/52 on November 28 and gazetted December 6.

Recipients of old age security (persons over 70 years) or blind persons' allowances whose income is so low that they qualify for a supplementary allowance under the Saskatchewan Social Aid Act were already entitled to receive free health services as well as free hospitalization, in accordance with regulations previously issued under the Health Services Act (L.G., March 1952, p. 316).

Under the new regulations, the Minister of Public Health is responsible for paying the cost of hospital services rendered to a recipient of old age assistance or his dependants if they are services which are given under the Saskatchewan Hospitalization Act. These include public ward accommodation, operating and caseroom facilities, surgical material, X-ray and other diagnostic procedures, physiotherapy, anaesthetic agents, drugs, and certain endocrine and vitamin preparations. To cover the cost of these services, the Minister must pay the hospital tax on behalf of each beneficiary for 1953 and each succeeding year.

The dependants of a recipient of old age assistance, including the spouse and each dependent child or grandchild under 16, may receive free hospital services during the period the pension is being paid and for the remainder of the year during which the recipient dies or is admitted to a mental hospital. A child between the ages of 16 and 21 years who is permanently incapacitated, physically or mentally, and is dependent on the recipient is also eligible to be a beneficiary. No person entitled to receive health services from the Government of Canada may be a beneficiary under these regulations.

The Hospitalization Act requires a person to have resided in Saskatchewan for six months before he may benefit under the Act. The regulations stipulate that this qualification does not apply to old age assistance recipients and their dependants.

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(Continued from page 283)

delivery man \$30 and \$35 respectively in Zone I. New minimum hourly wage rates for some general classifications are now as follows: cashier and telephone operator 45 cents per hour in Zone I; temporary employees, working a maximum of 30 hours per week—male (senior and skilled) 60 cents in Zone I, 50 cents in Zone II, male (junior) and female 37 cents in Zone I, 30 cents in Zone II. (The rates for temporary workers male (junior) and for

temporary workers female are four cents per hour less than those previously in effect.)

**Vacation:** employees with five years of continuous service, instead of seven as previously, are entitled to an additional vacation of seven non-consecutive days with pay per year.

### **Wholesale Food Trade, Quebec District**

See above under "Manufacturing".

## Saskatchewan Equal Pay Act Proclaimed in Force

The Saskatchewan Equal Pay Act, passed at the 1952 session of the Legislature, was proclaimed in force from January 1, 1953. Thus, there are now two Canadian provinces with an equal pay law, Ontario having passed a similar Act in 1951. Alaska and 13 States of the United States have legislation which is similar in principle but which varies widely in coverage and provision for enforcement.

The Saskatchewan Act requires employers to pay women at the same rate as men when they are employed to do *work of comparable character* in the same establishment. The principal difference from the Ontario Act is that the latter requires equal

pay for men and women when they do the *same work* in the same establishment.

The Act will be administered by the Minister of Labour and the Director of the Wages and Hours Branch of the Department. Enforcement depends largely on complaints from employees. Investigation of complaints will be carried out by an inspector of the Department and, if his efforts at settlement are unavailing, provision is made for the Minister to appoint a Board to inquire into the matter. After receiving the Board's recommendations, the Minister has power to make an order requiring compliance with the law. Offences under the Act are punishable by fines not exceeding \$100.

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## 1952 Edition of Provincial Labour Standards Now Available

Changes in the standards set by provincial labour laws are noted in each annual edition of the Department of Labour publication *Provincial Labour Standards*, the 1952 edition of which is now available. A reduction in maximum working hours and an increase in minimum wage rates in Edmonton, Calgary, Lethbridge and Medicine Hat; higher general minimum rates in Manitoba, New Brunswick and Quebec; and an upward revision of benefits under the Workmen's Compensation Acts of seven provinces are recorded in the new edition.

The bulletin sets out, in a form which permits easy comparison, the standards set by provincial law with regard to the school-leaving age, minimum age for employment, annual and public holidays, maximum daily and weekly hours of work, minimum wages for both experienced workers and learners, workmen's compensation benefits payable in case of death or disability, and the provision made for a weekly rest day. Workplaces dealt with in the tables are mines, factories, shops, offices, hotels and restaurants.

Copies of this mimeographed bulletin may be obtained from the Legislation Branch, Department of Labour.

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*(Continued from page 231)*

The JOC also inquired into working methods, hours of work, hygiene and safety on the job, the travelling necessary to get to work, and the daily, periodic and annual rest periods enjoyed by young workers in the province of Quebec.

The inquiry showed that 13.7 per cent worked at night and on other shifts; 32 per cent of the latter group, that is five per cent of all the young workers, were under 19 years of age.

The average working week was 49.4 hours, but 10 per cent of all the young workers questioned worked more than 60 hours per week, whereas 34 per cent worked 48 hours or less.

The average wage of young workers with a work week of more than 60 hours was \$27.25, while the average earnings of all the young workers amounted to \$28.27 a week.

The investigation also established the fact that 72.6 per cent of all the young

workers had not had any medical examination before starting to work, while the proportion of those who had not been examined since starting to work in their present employment was 77.7 per cent.

Thirty per cent of the young workers covered by the survey considered their work dangerous from the accident point of view; seven per cent of these were under 18 years of age. Moreover, 15.7 per cent of all the young workers had already been prevented from working because of an industrial accident.

More than 20 per cent of the young workers questioned during the investigation said that they had no annual vacations. Of the 683 young workers questioned with regard to the length of their annual vacations, 438 had one week, 10 had a week and a half, 166 two weeks and 19 three weeks. According to this inquiry, 71 per cent of the young workers enjoying an annual vacation had only one week.



# Unemployment Insurance

## Decisions of the Umpire under the Unemployment Insurance Act

Digests of two selected decisions rendered by the Umpire

### Decision CU-B 868, November 4, 1952

**Held:** *That a claimant who was temporarily laid off a few days before a stoppage of work due to a labour dispute at the plant at which he was employed for reasons independent of the said dispute, was not subject to disqualification under Section 39 (1) of the Act, as the employer could not give any precise details or an approximate date as to the claimant's return to work had the stoppage of work not occurred.*

**Material Facts of Case.**—The claimant had been employed as a weaver by a textile company from 1934 to March 27, 1952, when he was laid off because of lack of work. On March 28, 1952, he filed a renewal claim, which was allowed, and he received benefit up until April 2, 1952, when a stoppage of work due to a labour dispute occurred at the plant.

According to the submissions, a few months before the said stoppage, the interested union had been negotiating with the company for better conditions of work and the renewal of the collective agreement which covered all employees of the company except the administrative and office staffs. On April 2, 1952, the negotiations came to a deadlock and 2,700 of the 3,000 persons employed by the company walked out.

The insurance officer disqualified the claimant from the receipt of benefit under Section 39 (1) of the Act for the duration of the stoppage of work.

The claimant appealed to a court of referees, which, after having heard the claimant and representatives of the union and the company, by a majority decision, disallowed the appeal.

The claimant appealed to the Umpire.

**Conclusions.**—In cases like the present one, where a claimant has been laid off temporarily before the beginning of a stoppage of work due to a labour dispute and for reasons independent thereof, the insurance officer, before imposing a disqualification under Section 39 (1) of the

Act, must satisfy himself that the claimant would have been recalled to work at the premises where he was employed, had there not been a stoppage of work. In other words, he must satisfy himself that the stoppage of work has delayed the claimant's return to work.

If the layoff is for a definite period there is no difficulty and the claimant is subject to disqualification from the receipt of benefit under Section 39 (1) of the Act from the date he was normally due to return to work; if the layoff is for an indefinite period the question is not as easy to determine, especially when the employer, as in this case, intentionally or otherwise, does not clarify the matter.

In a recent case (CU-B 863), dealing with a sewing machine operator who with other employees had been engaged in the making of military pants and who had been temporarily laid off due to lack of cloth two days before the commencement of a strike, I decided that Section 39 (1) of the Act had to be applied from the beginning of the stoppage of work as there was satisfactory proof on file that the employer was expecting to receive in two or three days' time the necessary cloth from the federal Government.

In the present case the company's representative has stated before the court of referees that he could not give any precise details, not even the approximate date of the claimant's return to work. Moreover, except for a doubt that may be created by the duration of the stoppage of work (from April 2 to July 8), the benefit of which must be given to the claimant, there is nothing in the evidence which would allow me to conclude that the claimant would have returned to work some time during the period of the strike, had it not occurred.

For those reasons, I do not consider that Section 39 (1) of the Act applies in this case.

I wish to add that this decision is in accordance with the principles laid down in decision CU-B 716, which relates to the

case of a claimant who had been laid off due to lack of work shortly before the commencement of a strike in the shipyard where he was working.

The appeal is allowed.

#### Decision CU-B 875 (& CU-C 29), Nov. 4, 1952

**Held:** *That the claimant's service on the picket line was not a form of employment within the meaning of the Act and as no employment was involved there was no ground for an extension of the two-year period under Section 28 (3) of the Act.*

**Material Facts of Case.**—The claimant was employed as a sheet metal worker by a manufacturer of electrical equipment from 1937 to May 10, 1950.

On May 11, 1950, a stoppage of work due to a labour dispute began at the premises of the company which did not terminate until May 16, 1951. The claimant for nearly the whole of that period performed picket duty and received moneys from his union. On the morning of May 17, 1951, a general resumption of work took place and the claimant returned to his employment, in which he continued until June 15, 1951, when he was laid off because of a shortage of work.

On June 16, 1951, he filed an initial application for benefit which was disallowed by the insurance officer because he lacked sufficient contributions to meet the requirements of Sections 28 (1) of the Act.

The claimant appealed to a court of referees. The court sat on July 24, 1951, and the claimant and two representatives of his union were present. The court refrained from rendering a decision on the case and referred it back to the Commission because in the opinion of the court the matter to be decided was one which came under the jurisdiction of the Commission, *viz*, whether the claimant was under a contract of service during the period he performed picket duty and received moneys from his union.

The case was reviewed by the Chief Coverage Officer who, on January 16, 1952, expressed the opinion that there was no reason for the Commission to take jurisdiction of the case inasmuch as the question remained one of qualification under Section 28 (1) of the Act and was for the court of referees to decide. As a consequence, the case was again placed before a court of referees which on January 30, 1952, after hearing a representative of the claimant's union, unanimously allowed the appeal because in its opinion the claimant was under a contract of service during the period he had performed picket duty and

therefore, as from June 16, 1951, he was entitled to have his exempted employment taken into account.

The insurance officer appealed to the Umpire on the ground that the court exceeded its jurisdiction by acting on a question which by Section 45 of the Act is specifically reserved in the first instance to the Commission. The Chief Coverage Officer also applied for a decision of the Commission under Section 45 of the Act and the latter, pursuant to Section 48 of the Act, referred the following question to the Umpire for decision:—

- (a) whether or not a person who is in receipt of moneys from a union for picket duty is an insured person, and
- (b) whether or not that person while in receipt of moneys from a union for picket duty comes within the provisions of paragraphs (b), (c), (d), (e) or (f) of subsection (3) of Section 28 of the Act for the purpose of an extension of the two-year period.

A notice of reference was sent by the Commission to the interested parties as well as to the larger labour organizations so as to afford them the opportunity of making the observations and representations which they desired the Umpire to consider in deciding the questions referred to him.

The Canadian Congress of Labour submitted a brief to the Umpire and requested an oral hearing, which was held before him on October 1, 1952, and attended by a representative of the said Congress and representatives of the Commission.

**Conclusions.**—It was suggested by the Legal Adviser (of the Unemployment Insurance Commission) that the terms of the reference made under Section 48 of the Act be narrowed down to fit the particular facts of the present case. With this I agree.

The questions therefore to decide are whether or not, while performing picket duty, the claimant was under a contract of service and whether or not he came within the provisions of paragraphs (b), (c), (d), (e) or (f) of subsection (3) of Section 28 of the Act, which are as follows:

28 (3) If an insured person proves in the prescribed manner that he was, during any period falling within the two years specified in subsection one of this section,

- (a) ..... or
- (b) employed in exempted employment; or
- (c) engaged in business on his own account; or
- (d) employed in insurable employment in respect of which contributions were not payable; or



- (e) employed outside of Canada or partly outside of Canada, in an employment in respect of which contributions were not payable; or
- (f) employed in an employment not described by Part I of the First Schedule to this Act,

then subsection one of this section and section thirty-one of this Act shall have effect as if, for each period therein referred to, there were substituted that period increased by the aggregate of the periods of such incapacity or of such employment or business engagement, but the increase so made in any period shall not in any case exceed two years.

Mr. ...., the representative of the Canadian Congress of Labour, which organization "is an interested party in this reference inasmuch as important principles are at stake," stated at the hearing that the claimant's union does not pay fixed salaries for picketing but merely provides moneys to their striking members according to their needs. In support of this, he submitted the following memorandum which is signed by (the) National Director of the United Steelworkers of America:—

1. Welfare funds are established by voluntary contributions from local unions and the International union.
2. Strikers are eligible for welfare payments on an individual basis, with their family needs the governing factor as to the amount to be paid.
3. A register of strikers is kept, and persons receiving strike welfare are expected to perform the various duties necessary for an effective strike.
4. There is no constitutional provision or union practice for the payment of pickets on a regular wage basis.

It would therefore appear that the court of referees, which, as pointed out by the insurance officer, exceeded its jurisdiction in dealing with the question of whether or not the claimant was employed under a contract of service, was misinformed as to the facts of the case and that the moneys given to the claimant by the union were not conditional on his performing picket duty.

In any event, even if picketing was a condition *sine qua non* for his receiving moneys during the strike, I am of the opinion that there was no contract of service involved. As the Congress well puts it in its brief: "... strike benefit is not a form of remuneration in return for a member having picketed. It is merely assistance to relieve hardship and very frequently is based on need. Picketing is not a form of employment and is therefore not done under the terms of a contract of service. It is a condition of membership in the broad sense that a union

member on strike has a moral obligation, not to say a direct interest, to engage in an activity which may all the sooner terminate the stoppage in his favour."

For those reasons, I do not consider that the claimant's service on the picket line was a form of employment within the meaning of the Act. It follows that, if no employment was involved, there is no ground for an extension of the two-year period under Section 28 (3) of the Act.

It was argued, however, by Mr. .... that, in cases like the present one, an anomaly is created by the co-existence of Section 28 (1) (b) and Section 39 (1) of the Act. By virtue of Section 39 (1) (loss of employment by reason of a stoppage of work due to a labour dispute), the claimant was disqualified from the receipt of benefit. By virtue of Section 28 (1) (b), he was again disqualified from the receipt of benefit, because he could not show the necessary number of contributions, and this, notwithstanding the fact that he was in the labour market throughout the period of his participation in the stoppage, being "engaged in a collective effort to improve the conditions of his contract of service". In the opinion of the representative of the Canadian Congress of Labour "it may well be that such a situation was not envisaged by Parliament when it amended the Act in 1950".

Mr. .... therefore stated, on behalf of his organization, that it was their belief that an amendment to the Act would be in order by adding a new paragraph (g) to Section 28 (3), along the following lines:—

Participating in a stoppage of work due to a labour dispute at the factory, workshop, or other premises at which he was employed.

This is a very interesting suggestion indeed and I have no hesitation in recommending to the Commission that it be given careful study with a view to ascertaining whether such enactment would meet with the true intent and purpose of the Act.

The insurance officer in his lengthy appeal hereinbefore referred to made the following remarks:—

The penultimate paragraph of the court's decision of January 30, 1952, indicates the belief that the law which governs the decisions of insurance officers and that governing courts of referees is not identical and I suggest that an expression of opinion by the Umpire covering this point would be of value in the guidance of courts sitting in the future.

It goes without saying that all the adjudicating authorities, be they insurance officers, courts of referees or the Umpire, are bound by the provisions of the Act and must give to it one and the same application. However, I doubt very much that the court of referees intended to mean otherwise and I would point out that, in the first instance (see its comments of July 24, 1951), it rightly felt that this

case was one which came under the Commission's jurisdiction.

My decision therefore is that the claimant who lacked sufficient contributions to meet the requirements of subsection (1) of Section 28, has not established his right to an extension of the two-year period, pursuant to subsection (3) of the said section.

# Monthly Report on Operation of the Unemployment Insurance Act

November, 1952, statistics\* show number of claims for unemployment insurance benefit increased by 35,461 over previous month's 87,957

Claims for unemployment insurance benefit were higher in the month of November by 35,461. The report on the operation of the Unemployment Insurance Act issued by the Dominion Bureau of Statistics shows that during the month a total of 123,418 initial and renewal claims was filed in local offices across Canada, compared with 87,957 in October and 122,603 during November 1951.

Active claimants on the live unemployment insurance register on November 29 numbered 181,554 (140,297 males and 41,257 females), of whom 161,912 were ordinary, 12,077 short-time and 7,565 on temporary mass lay off. Ordinary claimants on October 31 totalled 111,539, while on November 30, 1951, they numbered 153,651.

A total of 107,882 initial and renewal claims were disposed of during the month, 85,910 being entitled to benefit. Claims disallowed numbered 11,272, while disqualifications were imposed in 14,580 cases (including 3,880 on revised claims). Chief reasons for disqualification were: "voluntarily left employment without just cause" 5,483 cases; "not unemployed" 3,473 cases (for 1,772 of the disqualifications categorized "not unemployed" the period of disqualification was six days or less); "not capable of and not available for work" 1,445 cases.

New beneficiaries during the month totalled 68,034, compared with 50,848 in October and 67,861 in November, 1951.

Benefit payments amounted to \$6,435,444 for 2,158,920 unemployed days during

Comparison of current employment statistics with those for a previous period serves no useful purpose if made on the basis of numbers alone. Consideration must be given to other relevant factors, such as the opening and closing of seasonal industries, increase in area population, influence of weather conditions, and the general employment situation.

November, compared with \$5,710,740 for 1,932,994 days during October and \$5,107,466 and 2,033,423 days during November, 1951. The larger proportionate increase in the amount of benefit paid in relation to days compensated this month compared with November 1951, was largely due to the increase in benefit rates effective July 14, 1952. An additional factor was an increase in the proportion of male claimants who draw benefit at higher rates either on account of dependents or because they are in the higher contributory groups.

During the week November 29-December 5, 1952, a total of \$1,883,934 was paid to 112,319 beneficiaries in respect of 626,554 compensated days, in comparison with \$1,295,050 paid to 79,406 beneficiaries for 438,084 days of unemployment for the week October 25-31. During the week November 24-30, 1951, a total of 97,511 beneficiaries received \$1,327,648 in compensation for 523,648 unemployed days.

The average daily rate of benefit was \$3.01 for the week November 29-December 5, \$2.96 for the week October 25-31, and \$2.54 for the week November 24-30, 1951.

\*See Tables E-1—E-6 at end of book.



# Labour Conditions in Federal Government Contracts

## Wage Schedules Prepared and Contracts Awarded during December

### Works of Construction, Remodelling, Repair or Demolition

During December the Department of Labour prepared 93 wage schedules for inclusion in contracts proposed to be undertaken by departments of the federal Government and its Crown corporations in various areas of Canada, for works of construction, remodelling, repair or demolition.

In the same period, a total of 145 contracts in these categories was awarded. Particulars of these contracts appear below.

A copy of the wage schedule issued for each contract is available on request to trade unions concerned or to others who have a *bona fide* interest in the execution of the contract.

(The labour conditions included in each of the contracts listed under this heading provide that:—

(a) the wage rate for each classification of labour shown in the wage schedule included in the contract is a minimum rate only and contractors, and subcontractors are not exempted from the payment of higher wages in any instance where, during the continuation of the work, wage rates in excess of those shown in the wage schedule have been fixed by provincial legislation, by collective agreements in the district, or by current practice;

(b) hours of work shall not exceed eight in the day and 44 in the week, except in emergency conditions approved by the Minister of Labour;

(c) overtime rates of pay may be established by the Minister of Labour for all hours worked in excess of eight per day and 44 per week;

(d) no employee shall be discriminated against because of his race, national origin, colour or religion, nor because the employee has made a complaint with respect to such discrimination.)

## Contracts for the Manufacture of Supplies and Equipment

Contracts awarded under this heading for the month of December are set out below:—

Department	No. of Contracts	Aggregate Amount
Defence Construction (1951) Ltd. ....	1	\$ 73,289.00
Defence Production (November Report).....	194	2,786,522.00
Post Office .....	8	113,096.09

(The labour conditions included in contracts for the manufacture of supplies and equipment provide that:—

(a) all persons who perform labour on such contracts shall be paid such wages as are currently paid in the district to competent workmen; and, if there is no current rate, then a fair and reasonable rate; but in no event shall the wages paid be less than those established by the laws of province in which the work is being performed;

(b) the working hours shall be those

fixed by the custom of the trade in the district or, if there be no such custom, then fair and reasonable hours;

(c) overtime rates of pay may be established by the Minister of Labour for all hours worked in excess of those fixed by custom of the trade in the district, or in excess of fair and reasonable hours;

(d) no employee shall be discriminated against because of race, national origin, colour or religion, nor because the employee has made a complaint with respect to such discrimination.)

The Fair Wages and Hours of Labour legislation of the federal Government has the purpose of insuring that all Government contracts for works of construction and for the manufacture of supplies and equipment contain provisions to secure the payment of wages generally accepted as fair and reasonable in each trade or classification employed in the district where the work is being performed.

The practice of Government departments and those Crown corporations to which the legislation applies, before entering into contracts for any work of construction, remodelling, repair or demolition, is to obtain wage schedules from the Department of Labour, showing the applicable wage rate for each classification of workmen deemed to be required in the execution of the work. These

wage schedules are thereupon included with other relevant labour conditions as terms of such contracts to be observed by the contractors.

Wage schedules are not included in contracts for the manufacture of supplies and equipment because it is not possible to determine in advance the classifications to be employed in the execution of a contract. A statement of the labour conditions which must be observed in every such contract is, however, included therein and is of the same nature and effect as those which apply in works of construction.

Copies of the federal Government's Fair Wages and Hours of Labour legislation may be had upon request to the Industrial Relations Branch of the Department of Labour, Ottawa.

## Wage Claims Received and Payments Made during December

During December arrears of wages were obtained from one contracting department and \$260.95 was distributed to two employees who had been paid less than the required rate of wages on one government contract.

## Contracts Containing Fair Wages Schedules Awarded--December

(The labour conditions of the contracts marked (\*) contain the General Fair Wages Clause providing for the observance of current or fair and reasonable rates of wages and hours of labour not in excess of eight per day and 44 per week, and also empower the Minister of Labour to deal with any question which may arise with regard thereto.)

### Department of Agriculture

*Penticton B C*: R E Postill & Sons Ltd, construction of pumphouse & installation of distribution system.

### Central Mortgage and Housing Corporation

*Halifax N S*: J Phillip Dumeresq & Assoc,\* services for design & supervision of construction. *Chatham N B*: William Kerr Jr,\* supply & placing of wood walks. *Saint John N B*: Community Enterprises Ltd, construction of houses; Eastern Landscape Company,\* installation of playground areas, rifle range. *Montreal P Q*: D'Errico Bros Construction Co Reg'd,\* grading & paving, Benny Farm Gardens; D'Errico Bros Construction Co Reg'd,\* building of retaining wall & driveway, 4938 Connaught Ave. *Quebec P Q*: Town of Ste Foy, installation of water & sewer services. *St. Hubert P Q*: Louis B Magil, construction of school. *St. Therese P Q*: Vezina Construction Co, installation of water & sewer services. *Ajax Ont*: Warren Bituminous Paving Co Ltd, construction of curbs & gutter; W B Bennett Paving Ltd,\* construction of finished road subgrade. *Aylmer Ont*: Elgin Construction Co Ltd, construction of roads, driveways, parking areas, ditches & storm sewers. *Barrie/Ont*: McGinnis & O'Connor Ltd, repairing

drainage to Riverside Drive. *Downsview Ont*: Hydro Electric Power Commission,\* installation of electrical power distribution system; Dumfries Construction Co Ltd, installation of storm sewers. *North Bay Ont*: Hydro Electric Power Commission,\* installation of electrical power distribution system. *Oakville Ont*: Hydro Electric Power Commission,\* supply & erection of overhead poles. *Petawawa Ont*: Storms Contracting Co Ltd, installation of storm, sanitary sewers & watermains. *Stamford Ont*: Zellers Contracting Co Ltd, construction of houses. *Uplands Ont*: James F McLaren & Assoc,\* services re design of drainage system. *Portage la Prairie Man*: Nelson River Construction Ltd, construction of sewer & water services. *Winnipeg Man*: The Suburban Rapid Transit Co,\* installation of street lamps. *Cold Lake Alta*: Nix Brothers Construction Co,\* clearing & brushing. *Penhold Alta*: North West Electric Co Ltd, construction of electrical power distribution system.

### Defence Construction (1951) Limited

*Greenwood N S*: M F Schurman Co Ltd, construction of chapels. *Halifax N S*: Bryant Electric Co Ltd, installation of electrical systems on wharves; J A Moulton & Sons, installation of low pressure heating system. *Chatham N B*: M F Schurman Co Ltd, construction of chapels; Modern Construction Ltd, construction of standard drill & recreation hall; Modern Construction Ltd, construction of standard synthetic training bldg. *Bagotville P Q*: R E Stewart Construction Corporation, construction of standard synthetic training bldg. *Farnham P Q*: Dussault Construction Ltd, erection of farm fence. *Montreal P Q*: National Welding Co, installation of steam distribution system. *Quebec P Q*: Bergerville Estates Ltd, construction of inspection ser-

vices, gauge inspection laboratory; Le Service Paysagiste Engineering,\* landscaping. *Camp Borden Ont*: W H Yates Construction Co Ltd, construction of gun testing stop butt; Emery Engineering & Construction Co Ltd, construction of supply section extension bldg; Emery Engineering & Construction Co Ltd, construction of standard guard house. *Centralia Ont*: Elgin Construction Co Ltd, construction of chapel. *Clinton Ont*: R Timms Construction & Engineering Ltd, construction of chapel. *Cobourg Ont*: Arcade Electric Co Ltd, installation of pneumatic tube conveyor, fire alarm, watchman & telephone raceway systems. *Gloucester Ont*: G A Crain & Sons Ltd, construction of operations, administration and galley bldgs. *Hamilton (Mount Hope) Ont*: James Kemp



Construction Co, installation of bulk petroleum storage. *North Bay Ont*: M Sullivan & Sons Ltd, construction of standard drill & recreation hall. *Oakville Ont*: James Kemp Construction Co Ltd, addition to headquarters bldg. *Uplands Ont*: Provincial Engineering Ltd, installation of electrical distribution system. *Gimli Man*: Fraser Construction Co Ltd, construction of standard officers' quarters. *Rivers Man*: John Plaxton Co Ltd, installation of underground steam distribution system. *Clareholm Alta*: Burns & Dutton Concrete & Construction Ltd, construction of standard officers' quarters. *Cold Lake Alta*: Poole Construction Co Ltd, construction of standard synthetic training & unit

receiver bldgs; Bird Construction Co Ltd, installation of underground steam distribution system; Burns & Dutton Concrete & Construction Ltd, construction of standard drill & recreation hall. *Namoo Alta*: W C Wells Construction Co Ltd, construction of explosive storage bldgs, non-explosive bldgs & access road; Alberta Quonset Sales Ltd, erection of standard explosive storage bldgs. *Comox B C*: J. H. McRae Co Ltd, installation of electrical distribution system & transformer substation; Barr & Anderson Ltd, installation of underground steam distribution system; Dawson Wade & Co Ltd, installation of remaining component parts of bulk storage tanks.

#### Building and Maintenance

*Montreal P Q*: Walter G Hunt Co Ltd, replacing of defective wooden piles with pre-cast concrete piles & replacing damaged brickwork, 772 Sherbrooke Street. *St Johns P Q*: A N Bail Co Ltd, permanent subfloor replacement in bldgs. *Valcartier P Q*: Timber Structures of Canada Ltd, supply & erection of 2 complete structural timber frames for bldgs. *Centralia Ont*: Ellis-Don Ltd, permanent subfloor replacement in bldgs.

*Toronto Ont*: Design-Craft Ltd, new construction, refurbishing and dismantling of booths—Canadian International Trade Fair (1953). *Trenton Ont*: Jas Kemp Construction, cubeling of barrack blocks, No. 6 Repair Depot. *Winnipeg Man*: Commonwealth Construction Co Ltd, paving of triangle between hangars, RCAF Station. *Calgary Alta*: Hornstrom Brothers, cubeling of bldgs, No. 25 Air Materiel Base.

#### National Harbours Board

*Halifax Harbour N S*: Standard Paving Maritime Ltd, installation of cast iron water supply system for fire protection at grain elevator. *Montreal Harbour P Q*:

Charles Duranceau Ltd, resurfacing Jacques Cartier bridge roadway at pavilion. *Port Colborne Ont*: Ace Roofing Co, reroofing north half of grain elevator.

#### Department of Public Works

*Bonavista Nfld*: North Shore Construction Co Ltd, installation of new sewer, public bldg. *Arichat N S*: H E McDonald, improvements to public bldg. *Dennis Point N S*: The Atlantic Bridge Co Ltd, harbour improvements. *Halifax N S*: R J Frosst & Co, alterations to Administration Bldg, Camp Hill Hospital. *Trout Cove N S*: Atlantic Bridge Co Ltd, breakwater repairs. *West Baccaro N S*: Mosher & Rawding Ltd, breakwater repairs. *Windsor N S*: M V Sawler, repairs to public bldg. *Curry's Cove N B*: Diamond Construction Co Ltd, construction of breakwater-wharf. *Fredericton N B*: Maritime Waterproofing & Contracting Co Ltd, alterations to headquarters bldg, "J" Division, RCMP. *Petit Rocher N B*: Diamond Construction Co Ltd, breakwater repairs. *Forestville P Q*: McNamara Construction Co Ltd, wharf extension. *Hull P Q*: Concrete Construction Ltd, completion of National Printing Bureau. *Ville de Lery (Lake St Louis) P Q*: Theode Robidoux,\* dredging. *Lauzon P Q*: Geo T Davie & Sons Ltd,\* construction of drill

boat; Davie Shipbuilding & Repairing Co Ltd,\* repairs to dredge. *Quebec P Q*: Abel Ratte, repairs to brick walls, Immigration Bldg, Savard Park. *Ste Felicite P Q*: Gulf Maritime Construction Co Ltd, wharf repairs. *Barrie Ont*: The Sargeant Co Ltd, roofing repairs, public bldg. *Burlington Channel Ont*: Kamlee Construction Ltd, repairs to piers. *Cobourg Ont*: Ontario Construction Co Ltd, pier reconstruction. *Hamilton Ont*: McNamara Construction Co Ltd,\* dredging; James Kemp Construction, alterations and additions, Cornell Bldg. *Montreal River Ont*: L R Brown & Co Ltd, construction of wharf. *Moosonee Ont*: McNamara Construction Co Ltd,\* dredging. *Oshawa Ont*: Fried Construction Co Ltd, erection of federal public bldg. *Ottawa Ont*: Doran Construction Co Ltd construction of virus laboratory; R F Walsh Co Ltd, repairs and repainting of stonework, Centre Block, Parliament Bldgs; R F Walsh Co Ltd, repairs and repainting of stonework, Connaught Bldg; Thomas Fuller Construction Co Ltd, partitioning, etc. Metcalfe Bldg. Geo C Graves Con-

struction Co Ltd, alterations to "G" Wing No. 6 Temporary Bldg. *Port Bruce Ont*: Dean Construction Co Ltd, harbour improvements (pier repairs). *Port Hope Ont*: Ontario Construction Co Ltd, extension to Queen's wharf. *Sudbury Ont*: Grant Plumbing & Heating, installation of new heating plant, public bldg. *Toronto Ont*: Richard & B A Ryan Ltd, alterations to fourth floor, 66 Temperance Street; Richard and B A Ryan Ltd, alterations to third floor, Customs Bldg. *Selkirk Man*: J S Quinn Construction Co, construction of wharf. *Souris Man*: West End Contractors & Cabinet Makers Ltd, alterations, painting, new post office screen, etc, public bldg. *Fort Qu'Appelle Sask*: Douglas Construction Co Ltd, completion of construction, public bldg; Douglas Construction Co Ltd, additions & alterations for completion of construction of Indian Hospital. *Humboldt Sask*: Shoquist Construction Ltd, addition & alterations to public bldg. *Saltcoats Sask*: Logan & Black Ltd, alterations & improvements, public bldg. *Blubber Bay B C*: Harbour Pile Driving Co, wharf repairs & improvements. *False Bay B C*: Victoria Pile Driving Co

Ltd, wharf repairs & improvements. *Heriot Bay B C*: Pacific Pile Driving Co Ltd, replacement of float approach. *Lund B C*: Pacific Pile Driving Co Ltd, repairs to wharf & floats. *Lyall Harbour B C*: Pacific Pile Driving Co Ltd, wharf repairs & improvements. *McMillan Island B C*: Fraser River Pile Driving Co Ltd, wharf reconstruction. *Needles B C*: Interior Contracting Co Ltd, wharf repairs & extension. *Prince Rupert B C*: Northwest Construction Ltd, extending ring wall, etc, for basement offices, Miller Bay Indian Hospital. *Sardis B C*: Christian & Allen Ltd, installation of water & sewage disposal systems, Coqueleetza Indian Hospital. *Vancouver B C*: Jarvis Electric Co, improved lighting, third floor, Federal Bldg. *Victoria B C*: Canada Paint & Contracting Co, alterations to 8th floor, Belmont Bldg; O Pedersen, alterations to 1st, 2nd, 3rd & 5th floors, Belmont Bldg. *Williams Lake B C*: C J Oliver Ltd, erection of federal public bldg. *Fort Simpson N W T*: H Kelly & Co Ltd, plumbing & heating at RCMP Quarters & plumbing at Department of Transport Residence.

#### Department of Resources and Development

*Emerson Man*: Macaw & Macdonald, construction of recorder well & shelter. *Headingley Man*: Shum Construction Co, construction of recorder well & shelter. *Prince Albert National Park Sask*: W C Wells Construction Co Ltd, installation only of extension to water supply system, Waskesiu Townsite. *Banff National Park Alta*: Williams & Carrothers Ltd, construction of section of Trans-Canada Highway & improvements at east gate entrance; Williams & Carrothers Ltd, construction of 3 reinforced concrete box culverts, Trans-Canada Highway; Remington Construction Co Ltd, construction of Bow River bridge & connecting highway, Trans-Canada Highway; Nodwell Bros Ltd, replacement of Spray River bridge. *Jasper National Park Alta*: Waterman-Waterbury Co Ltd, construction of water heating plant for water

supply system; Western Construction & Lumber Co Ltd, improvements to 17 miles of the Yellowhead road. *Newbrook Alta*: August Buerger, construction of observer's residence with attached 2 car garage. *Waterton Lakes National Park Alta*: Wilson & Wilson Ltd, installation of water & sewer systems. *Revelstoke B C*: Western Water Wells, drilling work on Columbia River between Revelstoke & Boat Encampment. *Yoho National Park B C*: Pierre Asselin, construction of subgrade & gravel surfacing of Yoho Valley road. *Whitehorse Y T*: Campbell's Ltd, interior decorating of 3 houses & placing of foundations under two houses. *Aklavik Fort Simpson & Hay River N W T*: The Tower Co Ltd, construction of 3 insulated one storey bldgs.

#### Department of Transport

*Sydney N S*: R G McDougall, construction of power house. *Lac des Loups P Q*: Veillet & Gosselin Ltd, installation of field lighting. *L'Annonciation P Q*: Dubuc Construction & Paving Ltd, installation of field lighting. *La Tuque P Q*: M Electrique Ltd,

installation of field lighting. *Patricia Bay B C*: J A Pollard Construction, construction of ILS facilities. *Vancouver B C*: Campbell-Bennett Ltd, construction of access road to middle marker.

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Food and beverage industries include 23.4 per cent of all industrial establishments in Canada, employ 14.2 per cent of the country's industrial employees and are responsible for 21.8 per cent of the total gross value of products manufactured in Canada.



# Prices and the Cost of Living\*

## Consumer Price Index, January 2, 1953

The Dominion Bureau of Statistics consumer price index remained practically unchanged at 115.7 for January 2, 1953. At December 1 it was 115.8 and at the beginning of January a year ago, 118.2.

The food index registered the largest group change—and it was less than one-half of one per cent—as price movements were confined within narrow limits between December 1 and January 2. The food index declined from 114.1 to 113.5 as lower prices for eggs and oranges combined with numerous slight decreases in other items to outweigh increases concentrated in fresh vegetables and beef.

Clothing remained unchanged at an index level of 109.7.

In the household operations series, advances for coal, electricity and telephone rates in some centres, as well as higher quotations for a few items of home furnishings, moved the index from 116.1 to 116.5.

The index of other commodities and services advanced from 116.6 to 116.7, mainly because of an increase in the index of recreation.

The shelter index moved from 122.2 to 122.3 following the inclusion of results of a December rent survey.

The consumer price index one year ago (January 2, 1952) was 118.2. The group indexes at that date were: food, 122.4; shelter, 118.3; clothing, 114.9; household operation, 116.4; and other commodities and services, 115.5.

## Cost-of-Living Index, January 2, 1953

The cost-of-living index advanced 0.2 points between December 1 and January 2, rising from 184.2 to 184.4. At January 2, 1952, it stood at 191.5.

The food index rose slightly from 226.1 at December 1 to 226.2 at January 2; one year ago it was 250.0. The rent index also advanced, from 149.9 to 150.2; at January 2 last year it was 144.8. The fuel and light index increased from 152.7 to 153.9; 12 months earlier it was 151.2. The clothing index dropped slightly from 205.4 to 205.3, considerably below last year's January 2 level of 215.3. The home furnishings and services index advanced from 195.3 to 196.0 but was still lower than last January's figure of 201.1. The miscellaneous index rose 0.1 point, from 148.8 to 148.9, a figure 3.2 points above last year's 145.7.

\*See Tables F-1 to F-6 at end of book.

## City Cost-of-Living Indexes, December 1, 1952

Cost-of-living indexes for eight of the nine regional cities moved down between November 1 and December 1 while one advanced, the Dominion Bureau of Statistics has reported. Substantial seasonal decreases in the price of eggs were mainly responsible for the lower indexes.

Egg prices were firm in Vancouver and, as a result, both the food index and the total index moved up.

Butter and lard prices were higher in most centres. Lower prices were quoted for potatoes in the eastern cities, higher prices in the West. Changes in the clothing and the home furnishings and services groups were small and scattered, the movement being mainly downward.

Fuel and light indexes were unchanged in all cities except Montreal, where increases in coal and coke were reported. A decrease in gasoline prices in Winnipeg lowered the miscellaneous items index for that city while for other cities the indexes were unchanged.

Higher rent indexes were recorded for seven cities; indexes for St. John's and Halifax showed no change.

Composite city cost-of-living index point changes between November 1 and December 1 were as follows: Vancouver, +0.5 to 188.1; Halifax, -1.2 to 173.5; Saskatoon, -1.2 to 180.9; Saint John, -1.0 to 180.4; Winnipeg, -0.9 to 176.3; Montreal, -0.8 to 188.8; Toronto, -0.6 to 180.8; Edmonton, -0.5 to 176.2; St. John's, -0.2 to 102.3.

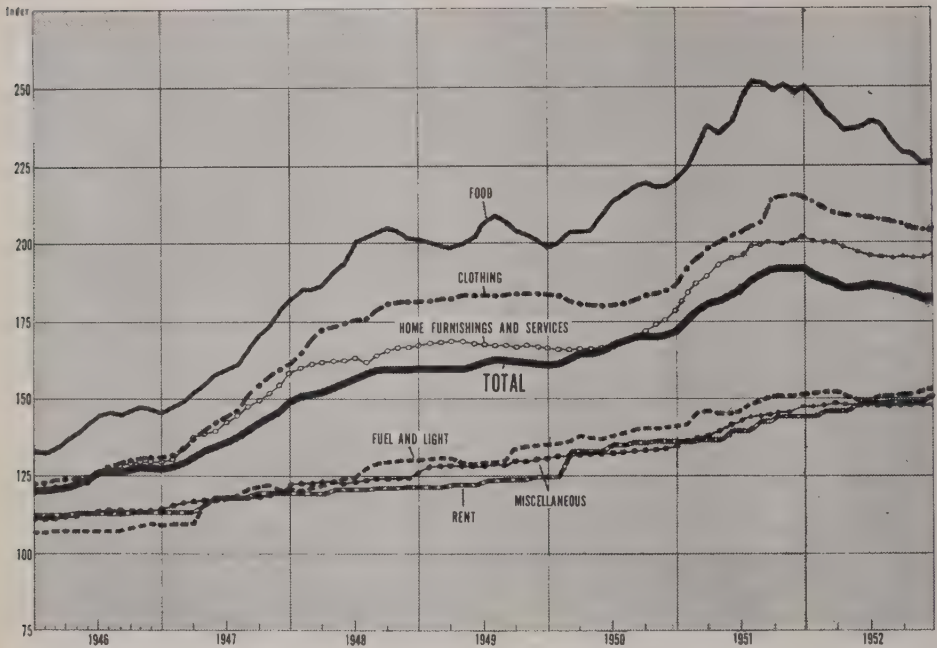
## Wholesale Prices, December 1952

The almost steady decline in wholesale prices over the past year and a half continued in December, when the composite index stood at 221.2 compared with the 1952 low of 221.0, registered in October, and the 1951 low of 237.7, marked in December. In November 1952, the index was 221.9.

Four of the eight major component groups contributed to the decline between November and December while four moved up. As in previous months, commodity losses continued to be concentrated in basic raw and semi-manufactured items.

Fibres, textiles and textile products registered the greatest decline, the index changing from 244.8 to 241.4 as a result of lower prices for binder twine, raw cotton and cotton yarns.

## COST OF LIVING IN CANADA FROM JANUARY 1946



In vegetable products, an index reduction from 204.6 to 202.7 reflected commodity price weakness for potatoes, certain grains, automobile tires and tubes, and oranges.

Slightly lower quotations for newsprint, wood pulp and cedar lumber (shingles) were reflected in a drop in the index for wood, wood products and paper from 293.4 to 291.2.

Chemicals and allied products moved down from 176.4 to 176.1 as a result of lower quotations for paint materials and drugs and pharmaceuticals.

Among groups registering increases were animal products, which advanced from 235.4 to 237.4, reflecting advances in livestock, except hogs, in meat and in fish. These outweighed a sharp drop in eggs.

Higher prices for imported coal, both anthracite and bituminous, window glass and sand and gravel overbalanced a small decrease in sulphur to move the non-metallic minerals index from 173.5 to 174.9.

Iron and its products changed from 221.2 to 221.4 because of small advances in certain specifications of iron and steel

pipe and tubing and hardware. Firmness for lead and solder which outweighed small declines in gold, silver and tin moved the non-ferrous metals index up 0.1 points to 167.7.

Canadian farm product prices at terminal markets moved down from 222.9 to 222.3 between November and December as a result of further weakness in field products. The index for this series dropped from 179.2 to 176.4, reflecting losses in grains— notably flax and rye—potatoes and raw leaf tobacco. Animal products increased from 266.5 to 268.3 because of increases in livestock and eastern butterfat prices, which outweighed sharply lower quotations for eggs.

The index for residential building material prices changed from 283.9 to 283.8 between November and December. Group changes were small with two exceptions: roofing materials dropped from 220.0 to 217.0 because of lower quotations for western cedar shingles and the paint and glass series moved up from 190.2 to 195.0 as a result of higher prices for window glass, which overbalanced a decline in shellac.

The United States cost-of-living index, abandoned last month when publication of the revised consumer price index began, has been revived until June 30 "solely for the purpose of meeting the needs of certain labour unions and business concerns which have contracts based on it".



# Strikes and Lockouts

## Canada, December, 1952\*

Industrial disputes which resulted in work stoppages declined during the year from 259 in 1951 to 213 in 1952.† The number of workers involved increased from 102,870 in 1951 to 118,463 in 1952. Strike idleness increased sharply from a loss of 901,739 days in 1951 to 2,869,587 days in 1952, the third greatest loss in the records of the Department. In 1946, time lost was 4,500,000 days and in 1919, 3,400,000 days.

Wages and related benefits were the central issues in 132 of the 213 stoppages in 1952, causing 94 per cent of the total idleness. Of the other disputes, 33 arose over causes affecting working conditions; 20 over suspensions and dismissals; 16 over union questions; six over alleged discrimination; four were inter-union disputes; one arose over reduced hours; and one was a sympathy stoppage.

In 1952, six stoppages, with a time loss of more than 100,000 days in each case, caused 65 per cent of the total idleness. These were: loggers, lumber and wood products factory workers in British Columbia coastal regions; cotton factory workers at Montreal and Valleyfield, Que.; carpenters, painters and decorators, labourers, in British Columbia coastal regions; building trades workers at Halifax, N.S.; rayon factory workers at Louiseville, Que.; and rubber factory workers at Hamilton, Ont.

In December, 1952, the time loss was slightly higher than in the previous month. Preliminary figures show 18 strikes and lockouts, involving 3,646 workers, with a time loss of 47,279 days, compared with 22 strikes and lockouts in November 1952, with 5,084 workers involved and a loss of 44,176 days. In December 1951, there

were 21 strikes and lockouts, involving 12,497 workers, and a loss of 115,835 days.

Based on the number of non-agricultural wage and salary workers in Canada, the time lost in December 1952, was 0.05 per cent of the estimated working time, the same as in November 1952; 0.12 per cent in December 1951; 0.26 per cent for 1952; and 0.08 per cent for 1951.

Of the 18 strikes and lockouts in existence in December 1952, two were settled in favour of the workers, four in favour of the employers, and five were compromise settlements. At the end of the year seven stoppages were recorded as unterminated. These were: copper refiners at Montreal, Que.; rayon factory workers at Louiseville, Que.; clothing and hosiery factory workers at Montreal, Que.; jewellery factory workers at Vancouver, B.C.; sheet metal workers at Fort William and Port Arthur, Ont.; carpenters at Fort William, Ont.; and furniture factory workers at Durham, Ont.

(The record does not include minor strikes such as are defined in another paragraph nor does it include strikes and lockouts about which information has been received indicating that employment conditions are no longer affected but which the unions concerned have not declared terminated. Strikes and lockouts of this nature still in progress are: compositors, etc., at Winnipeg, Man., which began on November 8, 1945, and at Ottawa and Hamilton, Ont., and Edmonton, Alta., on May 30, 1946; and waitresses at Timmins, Ont., on May 23, 1952. The following disputes are considered to be no longer in existence or to have lapsed: jewellery factory workers at Toronto, Ont., December 3, 1951; handbag factory workers at Montreal, Que., August 31, 1951; truck drivers and warehousemen at Ottawa, Ont., January 21, 1952; and stamp and stencil factory workers at Hamilton, Ont., on May 20, 1952.)

## Great Britain and Other Countries

The latest available information as to strikes and lockouts in various countries is given in the *LABOUR GAZETTE* from month to month. Statistics given in the annual review issued as a supplement to the *LABOUR GAZETTE* and in this article are taken, as far as possible, from the government publications of the countries concerned or from the *International Labour Office Year Book of Labour Statistics*.

\*See Tables G-1 and G-2 at end of book.

†All figures for 1952 are preliminary.

### Great Britain and Northern Ireland

The *British Ministry of Labour Gazette* publishes statistics dealing with disputes involving stoppages of work and gives some details of the more important ones.

The number of work stoppages beginning in October 1952, was 146 and 17 were still in progress from the previous month, making a total of 163 during the month.

In all stoppages of work in progress, 25,000 workers were involved and a time loss of 91,000 working days caused.

Of the 146 disputes leading to stoppages of work which began in October, 13, directly involving 5,800 workers, arose over demands for advances in wages, and 57, directly involving 3,800 workers, over other wage questions; three, directly involving 300 workers, over questions as to working hours; 22, directly involving 1,800 workers, over questions respecting the employment of particular classes or persons; 50, directly

involving 4,800 workers, over other questions respecting working arrangements; and one, directly involving 100 workers, over questions of trade union principle.

### Australia

During the second quarter of 1952, there were 376 industrial disputes resulting in work stoppages directly involving 137,727 workers. The time loss was 390,626 man-working days for all workers directly and indirectly involved.

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## Selected Publications Received in Department of Labour Library

The publications listed below are not for sale by the Department of Labour. Persons wishing to purchase them should communicate with the publishers. Publications listed may be borrowed, on Inter-library loan, free of charge, by making application to the Librarian, Department of Labour, Ottawa. Applications for loans should give the number (numeral) of the publication desired and the month in which it was listed in the *LABOUR GAZETTE*.

List No. 55.

### *Accident Prevention*

1. **U.S. Congress. House. Committee on Education and Labor.** *Prevention of Major Disasters in Coal Mines.* Report of the Committee on Education and Labor to the House of Representatives, Eighty-second Congress, Second Session on H.R. 7408, a Bill to amend Public Law 49, Seventy-seventh Congress, so as to provide for the Prevention of Major Disasters in Coal Mines. Washington, G.P.O., 1952. Pp. 46.

2. **Washington (State) Department of Labor and Industries. Division of Safety.** *Safety Standards for Construction Work.* Olympia, 1951. Pp. 164.

### *Agriculture*

3. **Canada. Department of Agriculture. Marketing Service.** *Federal Agricultural Assistance Programs—Canada, 1900-1951*, by Marjorie R. Cameron and Frank Shefrin. Ottawa, 1952. Pp. 118.

4. **Wilson, H. D.** *Our Daily Bread.* London, Labour Party, 1952. Pp. 24.

This pamphlet is about agricultural conditions in Great Britain.

### *Collective Bargaining*

5. **American Management Association.** *Significant Issues in Current Collective Bargaining, with a Paper on the Spiritual Aspects of Free Enterprise.* New York, 1952. Pp. 32.

6. **California Personnel Management Association. Research Division.** *Government Dictation vs. Collective Bargaining.* A Stenographic brief of an address given before the California Personnel Management Association and the Personnel Section of the Western Management Association by Alexander R. Heron. Berkeley, 1952. Pp. 10.

7. **U.S. Bureau of Labor Statistics.** *Collective Bargaining, Radio, Television, and Electronics Industry.* Washington, G.P.O., 1952. Pp. 32.

8. **U.S. Bureau of Labor Statistics.** *Labor-Management Contract Provisions, 1900-51; Prevalence and Characteristics of Selected Collective-Bargaining Clauses.* Washington, G.P.O., 1952. Pp. 33.

### *Economic Conditions*

9. **Bouvier, Emile.** *Le Revenu National au Canada.* Montreal, Editions Bellarmin, 1952. Pp. 30.

10. **Chamber of Commerce of the United States of America. Committee on Economic Policy.** *Business Manage-*



ment Action against Depression; Danger Signs—Some Do's and Dont's; a Guide. Washington, 1948. Pp. 16.

11. **International Bank of Reconstruction and Development.** *Seventh Annual Report, 1951-1952.* Washington, 1952. Pp. 64.

12. **United Nations. Exploratory Mission of the United Nations on the Economic and Social Development of the Department of Cuzco (Peru) Report.** New York, 1952. Pp. 18.

13. **U.S. Congress. House. Committee on Banking and Currency.** *Defense Production Amendments of 1952.* Hearings before the Committee on Banking and Currency, House of Representatives, Eighty-second Congress, Second Session, on H.R. 6546, a Bill to amend and extend the Defense Production Act of 1950, as amended, and the Housing and Rent Act of 1947, as amended. Washington, G.P.O., 1952. Pp. 1656.

14. **U.S. Office of Defense Mobilization.** *New Resources bring New Opportunities;* Seventh Quarterly Report to the President by the Director of Defense Mobilization, October 1, 1952. Washington, G.P.O., 1952. Pp. 44.

15. **Wilson, James Harold.** *In Place of Dollars.* London, Tribune Publications Ltd., 1952. Pp. 16.

### **Education—Labouring Classes**

16. **Algor, Marie Elliott.** *Strengthening the Integration of Minority Groups: The Problem is Tackled as a Union Problem.* New York, American Labor Education Service, 1952. Pp. 4.

17. **Pell, Orlie Anna Haggerty.** *Social Philosophy at the Grass Roots; the Work of AEA's Committee on Social Philosophy.* New York, American Labor Education Service, 1952. Pp. 15.

18. **Taylor, Harold.** *The Social Meaning of the Exchange of Worker-Students.* New York, American Education Service, 1952. Pp. 4.

19. **Wolfson, Theresa.** *The Educational Program of One Resident Session of White Collar Workshops.* New York, American Labor Education Service, 1952. Pp. 7.

### **Employment Management**

20. **American Management Association.** *Operating Problems of Personnel Administration.* New York, 1952. Pp. 40.

21. **American Management Association.** *Practical Approaches to Supervisory and Executive Development.* New York, 1952. Pp. 42.

22. **Bureau of National Affairs, Washington, D.C.** *Choosing Better Foremen.* Washington, c1952. Pp. 16.

23. **Thomas, Robert Louis.** *A Manual of Time Study for Supervisors.* Columbia, Conn., Columbia Graphs, 1952. Pp. 66.

### **Industrial Disputes**

24. **Carrothers, Alfred William Rooke.** *The Right to Picket in British Columbia; a Study in Statute Interpretation.* Toronto, University of Toronto Press, 1952. Pp. 250-287.

25. **Koretz, Robert F.** *Federal Regulation of Secondary Strikes and Boycotts, a New Chapter.* In *Cornell Law Quarterly*, Winter, 1952. Pp. 235-255.

26. **Murray, John Gilbert.** *The General Strike of 1926; a History.* With a Foreword by William Gallacher. London, Lawrence and Wishart, 1951. Pp. 208.

27. **New York (State) Department of Labor. Division of Research and Statistics.** *Work Stoppages in New York State, 1951.* New York, 1952. Pp. 25.

28. **Seidman, Joel Isaac.** *Shall Strikes be Outlawed? . . .* New York, League for Industrial Democracy, 1938. Pp. 32.

29. **Tobin, Maurice Joseph.** *Statement of Secretary of Labor Maurice J. Tobin, before the Subcommittee on Labor and Labor-Management Relations of the Senate Committee on Labor and Public Welfare on S2999, to deal with National Emergency Disputes, May 20, 1952.* Washington, U.S. Dept. of Labor, 1952. Pp. 6.

30. **U.S. Board of Inquiry to Report on Certain Labor Disputes Affecting the Copper and Non-ferrous Metal Industry.** *Labor Disputes in the Non-ferrous Metal Industry.* Message from the President of the United States Transmitting a Report concerning the Labor Disputes which recently existed in the Non-ferrous Metals Industry pursuant to the Labor Management Relations Act, 1947. Washington, G.P.O., 1952. Pp. 40.

31. **U.S. Congress. Senate. Committee on Labor and Public Welfare.** *Dispute between the Railway Carriers and Four Operating Brotherhoods . . .* Report together with the minority views. Washington, G.P.O., 1951. Pp. 26.

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32. **Canada. Department of Labour. Industrial Relations Branch. Labour-Management Co-operation Service.** *What Management Men Say About Labour Management Production Committees.* Ottawa, Queen's Printer, 1952. 2 Pamphlets.

33. **Conference on Union Policies and Management, University of Montreal, 1951.** *Conference on Union Policies and Management, 12th and 13th March, 1951.* Montreal, 1952. Pp. 105.

34. **U.S. Congress. Senate. Committee on Labor and Public Welfare.** *Creating a Commission on Labor Management Relations; Report to accompany S.J. Res. 161.* Washington, G.P.O., 1952. Pp. 3.

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35. **Besselièvre, Edmund Bulkley.** *Industrial Waste Treatment.* 1st ed. New York, McGraw-Hill, 1952. Pp. 391.

36. **Fowler, Bertram Baynes.** *Men, Meat and Miracles.* New York, Messner, 1952. Pp. 240.

37. **Grant, Eugene Lodewick.** *Statistical Quality Control.* 2nd ed. New York, McGraw-Hill, 1952. Pp. 557.

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41. **New Zealand. Department of Labour and Employment.** *Report for the Year ended 31 March 1952.* Wellington, Government Printer, 1952. Pp. 79.

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42. **Dillon, E. Macaulay.** *Current Trends in Canadian Labour Relations No. 3 . . .* An Address prepared for the Ontario Industrial Relations Section of the Canadian Bar Association, June 1952. Ottawa? Canadian Bar Association? 1952. Pp. 23.

43. **Japan. Ministry of Labor.** *Labor Legislation of Japan.* Tokyo, 1952. Pp. 44.

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44. **Alexander, Robert Jackson.** *World Labor Today, Highlights of Trade Unions on Six Continents, 1945-1952.* New York, League for Industrial Democracy, c1952. Pp. 54.

45. **General Federation of Trades Unions.** *Reports, etc., 1951.* London, 1952. 1 Volume.

46. **United Packinghouse Workers of America.** *Eighth Constitutional Convention . . . Hotel Cosmopolitan, Denver, Colorado, May 12, 13, 14, 15 and 16, 1952.* Chicago, 1952.

47. **U.S. Bureau of Labor Statistics.** *Union Conventions, 1952; National and International Unions, and AFL and CIO. State Labor Organizations . . .* Washington, 1952. Pp. 11.

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48. **Institute on Manpower Utilization and Government Personnel, Stanford University, 1951.** *America's Manpower Crisis; the Report of the Institute on Manpower Utilization and Government Personnel, Stanford University, August 22, 23, and 24, 1951.* Edited by Robert A. Walker. Chicago, 1952. Pp. 191.

49. **International Association of Public Employment Services.** *Proceedings of the Thirty-Ninth Annual Convention, Atlantic City, New Jersey, June 10, 11, 12, and 13, 1952.* Washington, 1952. Pp. 63.

### **Labouring Classes**

50. **Canada. Parliament. House of Commons. Select Committee on the Causes of the Present Depression of the Manufacturing, Mining, Commercial, Shipping, Lumber and Fishing Interests.** *Report . . .* Ottawa, Maclean, Roger & Co., 1876. Pp. 290.

51. **International Labour Conference, 34th Geneva, 1951.** *Delegation from Great Britain. Report by the Delegates of His Majesty's Government . . .* London, H.M.S.O., 1952. Pp. 44.

52. **International Labour Office.** *Factory Inspection: Historical Development and Present Organization in Certain Countries.* Geneva, 1923. Pp. 316.

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55. **Wolfson, Theresa.** *The Forward March of American Labor: A Brief History of the American Labor Movement Written for Union Members,* by Theresa Wolfson and Joseph Glazer. Rev. ed. New York, League for Industrial Democracy, 1950. Pp. 32.



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58. **Michigan. Employment Security Commission.** *Job Survey, Ann Arbor, Michigan.* Ann Arbor, Occupational Information Unit, Employment Service Division, 1952. Pp. 22.

59. **Ogg, Elizabeth.** *Preparing Tomorrow's Nurses.* 1st ed. New York, Public Affairs Committee, 1952. Pp. 32.

60. **Shartle, Carroll Leonard.** *Occupational Information, Its Development and Application.* 2nd ed. New York, Prentice-Hall, 1952. Pp. 425.

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61. **Hewitt (Edwin Shields) and Associates.** *Company Practices Regarding Older Workers.* Libertyville, Ill. 1952. Pp. 34.

62. **New York (State) Legislature. Joint Committee on Problems of the Aging.** *No time to Grow Old.* Albany, 1951. Pp. 316.

63. **Welfare Council of Metropolitan Chicago.** *Community Project for the Aged. Community Services for Older People; the Chicago Plan.* With a Foreword by Ernest W. Burgess. Chicago, Wilcox and Follett Co., 1952. Pp. 240.

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65. **Welfare Council of Greater Toronto.** *Summary Tables of "A Guide to Family Spending" in Toronto, Canada 1949.* Reprinted February 1, 1952. Toronto, 1952. Pp. 6.

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68. **British Institute of Management.** *Danger Figures for Production Management.* London, 1952. Pp. 28.

69. **Evans, W. Duane.** *The Interindustry Relations Study for 1947,* by W. Duane Evans and Marvin Hoffenberg. Cambridge, Harvard University Press. 1952. Pp. 97-142.

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## **Chemical Unions Form New CCCL Federation**

Nearly 4,000 workers belonging to six chemical products unions in the province of Quebec have set up a new labour federation affiliated with the Canadian and Catholic Confederation of Labour. This is the CCCL's 17th professional federation.

The federation, founded at Shawinigan Falls early in January, will be known as the National Federation of Chemical Industry Workers. Its headquarters will be at Shawinigan.

The new federation has set as an objective for its first year the launching of an extensive organizational campaign among all chemical products workers in the province. It is expected that it will soon have 10,000 members.

J. Emile Hebert, President of the Chemical Products Workers' Syndicate of Shawinigan, was elected first president of the federation. The other members of the

executive committee are: Jean Paul Spattz, Montreal, 1st vice-president; J. A. Laurier, MacMasterville, 2nd vice-president; Fernand Lavergne, Shawinigan, secretary; and Maurice Laurence, also of Shawinigan, treasurer.

## **Que. Labour Board Heard 653 Petitions Last Year**

A total of 653 petitions from associations wishing to be recognized as bargaining agents for a group of employees or employers was received by the Quebec Labour Relations Board during the fiscal year 1951-52, according to the province's *Statistical Year Book*, just published. Five hundred and thirty-six petitions were granted, 172 were refused, and the number of employees involved was 35,778.

At March 31, 1952, a total of 1,281 collective labour agreements, covering 195,713 employees, was lodged with the Board.



# Labour Statistics

	PAGE
Table 1—Statistics Reflecting Industrial Conditions in Canada.....	312
<b>A—Labour Force</b>	
<i>Immigration Branch, Department of Citizenship and Immigration</i>	
Table A-1—Distribution of Immigrants as Adult Males, Adult Females and Children.....	313
Table A-2—Distribution of All Immigrants by Region.....	313
Table A-3—Distribution of Immigrants by Occupation.....	314
<i>D.B.S. Labour Force Survey</i>	
Table A-4—Estimated Distribution of Canadian Manpower.....	314
Table A-5—Regional Distribution of Persons with Jobs.....	314
Table A-6—Percentage Distribution of Persons With Jobs by Hours Worked Per Week.....	315
Table A-7—Regional Distribution of Persons Without Jobs and Seeking Work.....	315
<b>B—Labour Income</b>	
<i>Dominion Bureau of Statistics Monthly Estimates of Labour Income</i>	
Table B-1—Estimates of Labour Income.....	315
<b>C—Employment, Hours and Earnings</b>	
<i>Dominion Bureau of Statistics: Employment and Payrolls</i>	
Table C-1—Employment Index Numbers by Provinces.....	316
Table C-2—Employment, Payrolls and Weekly Wages and Salaries.....	316
Table C-3—Summary of Employment, Payrolls and Average Weekly Wages and Salaries.....	317
<i>Dominion Bureau of Statistics: Man-Hours and Hourly Earnings</i>	
Table C-4—Hours and Earnings in Manufacturing.....	318
Table C-5—Hours and Earnings in Manufacturing by Provinces and Cities.....	318
Table C-6—Hours and Earnings by Industry.....	319
<i>Economics and Research Branch, Department of Labour</i>	
Table C-7—Real Earnings in Manufacturing.....	320
<b>D—Employment Service Statistics</b>	
<i>Dominion Bureau of Statistics</i>	
Table D-1—Unfilled Vacancies and Unplaced Applicants as at First of Month.....	321
Table D-2—Unfilled Vacancies by Industry and by Sex.....	322
Table D-3—Unfilled Vacancies and Unplaced Applicants by Occupation and by Sex.....	323
Table D-4—Activities of National Employment Service Offices.....	324
Table D-5—Applications and Placements Since 1942.....	329
<b>E—Unemployment Insurance</b>	
<i>Unemployment Insurance Commission and Dominion Bureau of Statistics Report on the Operation of the Unemployment Insurance Act</i>	
Table E-1—Number Receiving Benefit with Amount Paid.....	330
Table E-2—Persons Signing the Live Unemployment Register by Number of Days Continuously on the Register.....	330
Table E-3—Claims for Benefit by Provinces and Disposal of Claims.....	331
Table E-4—Claimants Not Entitled to Benefit with Reasons for Non-Entitlement.....	331
Table E-5—Estimates of the Insured Population.....	331
Table E-6—Unemployment Insurance Fund.....	332
<b>F—Prices</b>	
<i>Dominion Bureau of Statistics</i>	
Table F-1—Index Numbers of the Cost of Living in Canada.....	333
Table F-1a—Consumer Price Index Numbers, Canada.....	334
Table F-2—Index Numbers of the Cost of Living for Nine Cities of Canada.....	335
Table F-3—Index Numbers of Staple Food Items.....	335
Table F-4—Retail Prices of Staple Foods and Coal by Cities.....	336
Table F-5—Index Numbers of the Cost of Living in Canada and Other Countries.....	340
Table F-6—Index Numbers of Wholesale Prices in Canada.....	341
<b>G—Strikes and Lockouts</b>	
<i>Economics and Research Branch, Department of Labour</i>	
Table G-1—Strikes and Lockouts in Canada by Month.....	342
Table G-2—Strikes and Lockouts in Canada During December.....	343

TABLE 1.—STATISTICS REFLECTING INDUSTRIAL CONDITIONS IN CANADA

Items	1952		1951	1950	1944	1939
	Dec.	Nov.	Nov.	Nov.	Nov.	Nov.
<b>Total Population*</b> .....000		14,534	14,009	13,921	11,975	11,267
<b>Labour Force—</b>						
Civilian labour force (1).....000		5,290	5,210	5,201	†	†
Persons with jobs.....000		5,176	5,110	5,084	†	†
Male.....000		4,013	4,005	3,986	†	†
Female.....000		1,163	1,105	1,098	†	†
Paid workers.....000		3,946	3,800	3,581	†	†
Without jobs and seeking work.....000		114	100	117	†	†
Index of employment (1939 = 100).....		191.9	186.4	178.1	†	†
Immigration.....No.			22,242	6,830	1,624	763
Adult males.....No.			11,725	3,068	244	230
<b>Earnings and Hours—</b>						
Total labour income.....\$000,000			857	744	†	†
Per capita weekly earnings.....\$		55.63	52.05	46.29	†	†
Average hourly earnings, mfg.....c		130.9	123.5	106.4	†	†
Average hours worked per week, mfg.....		42.1	41.8	43.0	†	†
Real weekly earnings, mfg. (2).....		113.8	105.0	103.1	†	†
<b>National Employment Service—</b>						
Live Applications for employment						
(1st of month) (3).....000	194.5	148.6	155.5	147.0	69.9	†
Unfilled vacancies (1st of month) (3).....000	35.3	41.9	55.7	54.2	189.3	†
Placements, weekly average.....000		17.5	15.9	16.1	†	†
<b>Unemployment Insurance—</b>						
Ordinary live claims (1st of month).....000	(7)161.9	(7)111.5	99.8	90.3	8.0	†
Balance in fund.....\$000,000		856.5	764.4	636.6	245.1	†
<b>Price Indexes—</b>						
General wholesale(4).....		221.9	239.1	222.4	†	†
Cost-of-living index (4).....	184.2	184.8	191.2	170.7	118.9	103.8
Residential building materials (4).....		283.9	289.4	262.1	†	†
Consumer Price Index (1949 = 100).....	115.8	116.1	117.9	106.4	†	†
<b>Production—</b>						
Industrial production index (4).....			207.8	210.6	194.4	120.7
Mineral production index (4).....			169.8	162.1	104.1	120.0
Manufacturing index (4).....			213.9	204.0	215.2	121.7
Pig iron.....000 tons			223.5	208.3	147.0	87.8
Steel ingots and castings.....000 tons			307.1	289.5	268.9	147.2
Inspected slaughtering, cattle.....000	102.9	127.6	107.1	140.8	180.0	98.1
hogs.....000	792.9	642.8	528.6	452.0	828.4	476.8
Flour production.....000,000 bbls		2.18	1.94	2.10	2.31	1.96
Newsprint (5).....000 tons		463.4	471.7	456.7	256.8	288.7
Cement producers' shipments.....000,000 bbls			1.28	1.44	(6)0.56	(6)0.42
Automobiles and trucks.....000		31.3	29.5	30.3	14.0	16.8
Gold.....300 fine oz			374.9	378.3	223.8	425.0
Copper.....000 tons			22.1	23.4	21.9	26.4
Lead.....000 tons			14.8	17.2	17.8	17.1
Nickel.....000 tons			11.6	11.9	11.1	9.5
Zinc.....000 tons			30.0	25.9	22.4	14.7
Coal.....000 tons		1,640	2,048	2,061	1,638	1,741
Crude petroleum.....000,000 bbls			4,106	3,191	856	730
Electric power.....000,000 k.w.h		5,221	4,938	4,458	3,440	2,602
<b>Construction—</b>						
Contracts awarded.....\$000,000		153.0	157.9	161.3	18.9	12.7
Dwelling units started.....000		7.7	3.8	6.7	†	†
completed.....000		9.7	8.8	8.8	†	†
under construction.....000		57.2	50.4	67.8	†	†
<b>Distribution—</b>						
Wholesale sales index, unadjusted (4).....		362.6	364.4	†	†	†
Retail trade.....\$000,000		977.0	906.1	831.8	†	†
Imports, excluding gold.....\$000,000		363.2	325.7	327.9	141.6	84.6
Exports, excluding gold.....\$000,000		385.9	379.5	292.7	312.5	97.2
<b>Railways—</b>						
Revenue freight, ton miles.....000,000			5,828	5,222	5,597	3,371
cars loaded.....000			366.9	369.1	328.0	248.3
<b>Banking and Finance—</b>						
Common stocks, index (4).....	168.4	167.3	174.0	144.5	86.0	94.4
Preferred stocks, index (4).....		160.3	162.8	161.1	128.8	105.7
Bond yields, Dominion, index (4).....	118.0	117.8	107.8	93.9	97.0	108.4
Cheques cashed, individual accounts.....\$000,000		11,308	10,737	11,006	6,671	2,930
Bank loans, current public.....\$000,000			2,975	2,611	1,231	973
Money supply.....\$000,000			4,883	4,878	(8)3,153	(8)1,370
Circulating media in hands of public.....\$000,000			1,296	1,196	962	(8)281
Deposits.....\$000,000			3,587	3,682	(8)2,163	(8)1,089

NOTE.—Latest figures subject to revision. Many of the statistical data in this table are included in the Canadian Statistical Review issued by the Dominion Bureau of Statistics.

\* Population figures given are as at Sept. 1, for 1952, June 1 for 1951, Sept. 1 for 1950, June 1, for 1944 and 1939.

† Comparable statistics are not available.

(1) Labour Force Survey figures given are as at Nov. 22, 1952, Nov. 3, 1951 and Nov. 4, 1950. Estimates are based on 1951 census. Detailed figures will be found in tables A4-A7 of this issue.

(2) Real earnings computed by dividing the Consumer Price Index into the average weekly earnings index base: average 1949 = 100.

(3) Newfoundland is included after April 1, 1949.

(4) Average 1935-39 = 100.

(5) Year end figures.

(6) Figures for 1939-44 are production data rather than shipments.

(7) Effective August 1, 1952, claimants on temporary mass lay-offs excluded from total of claimants.



## A—Labour Force

**TABLE A-1.—DISTRIBUTION OF IMMIGRANTS AS ADULT MALES, ADULT FEMALES, AND CHILDREN**

SOURCE: Immigration Branch, Department of Citizenship and Immigration

Date	Adult Males	Adult Females	Children Under 18	Total
Annual Average, 1920-24.....	55,416	34,803	20,315	110,534
Annual Average, 1925-29.....	74,447	37,345	30,517	142,309
Annual Average, 1930-34.....	12,695	12,145	11,117	35,957
Annual Average, 1935-39.....	3,564	5,834	5,054	14,452
Annual Average, 1940-44.....	3,767	6,674	4,010	14,451
Annual Average, 1945-49.....	26,701	31,075	18,064	75,840
Total, 1950.....	30,700	24,172	19,040	73,912
Total, 1951.....	95,818	53,239	45,334	194,391
1951—				
December.....	9,434	5,787	4,455	19,676
1952—				
January.....	6,453	3,958	2,720	13,131
February.....	4,666	3,306	2,997	10,969
March.....	8,751	5,307	4,585	18,643
April.....	9,097	5,554	4,846	19,497
May.....	8,819	5,639	5,390	19,848
June.....	6,398	5,028	4,543	15,969
July.....	6,124	5,522	5,041	16,687
August.....	4,313	3,935	3,037	11,285
September.....	3,190	3,373	2,704	9,267
October.....	3,273	4,462	3,205	10,940
November.....				
December.....				

**TABLE A-2.—DISTRIBUTION OF ALL IMMIGRANTS BY REGION**

SOURCE: Immigration Branch, Department of Citizenship and Immigration

Month	Atlantic	Quebec	Ontario	Prairies	B.C. Yukon N.W.T.	Total
1946—Total.....	8,656	9,712	29,604	15,097	8,650	71,719
1947—Total.....	3,765	8,272	35,543	7,909	8,638	64,127
1948—Total.....	4,558	21,687	61,621	22,552	11,996	125,414
1949—Total.....	2,777	18,005	48,607	17,904	7,924	95,217
1950—Total.....	2,198	13,575	39,041	12,975	6,123	73,912
1951—Total.....	3,928	46,033	104,842	25,165	14,423	194,391
1951—						
December.....	381	6,071	9,697	2,266	1,261	19,676
1952—						
January.....	353	3,660	6,701	1,334	1,083	13,131
February.....	259	2,120	6,110	1,523	957	10,969
March.....	406	4,209	10,338	2,257	1,433	18,643
April.....	526	4,140	10,584	2,540	1,707	19,497
May.....	521	4,044	10,537	3,019	1,727	19,848
June.....	564	2,990	8,202	2,670	1,543	15,969
July.....	527	3,029	8,746	2,689	1,596	16,687
August.....	280	2,683	5,298	2,001	1,023	11,285
September.....	263	1,999	4,415	1,609	981	9,267
October.....	272	2,614	5,459	1,432	1,163	10,940
November.....						
December.....						

**TABLE A-3.—DISTRIBUTION OF WORKERS ENTERING CANADA BY OCCUPATIONS**

SOURCE: Immigration Branch, Department of Citizenship and Immigration

Month	Farming Class	Unskilled and Semi- Skilled	Skilled Workers	Clerical	Profes- sional	Trading	Female Domes- tics	Others	Total Workers
1951—									
December.....	1,710	3,922	3,369	478	310	217	1,004	613	11,623
1952—									
January.....	1,164	2,572	2,135	473	501	245	732	112	7,934
February.....	1,239	1,540	1,552	390	385	192	383	96	5,777
March.....	2,240	2,928	3,120	657	527	309	606	165	10,552
April.....	2,318	2,904	3,313	768	612	352	634	228	11,129
May.....	2,611	2,635	2,789	795	660	409	577	192	10,668
June.....	1,979	1,602	2,086	707	630	347	566	126	8,043
July.....	2,131	1,476	1,871	763	656	324	751	161	8,133
August.....	1,729	761	1,090	459	669	247	798	78	5,831
September.....	592	748	1,021	480	686	260	470	83	4,340
October.....	315	870	1,244	617	746	302	764	116	4,974
November.....									
December.....									

**TABLE A-4.—ESTIMATED DISTRIBUTION OF CANADIAN MANPOWER**

(Estimated in thousands of persons, 14 years of age and over)

SOURCE: D.B.S. Labour Force Survey

Population Class	Nov. 22, 1952			Aug. 16, 1952		Nov. 3, 1951	
	Males	Females	Total	Males	Total	Males	Total
Civilian Non-Institutional Population.....	4,995	4,992	9,987	4,979	9,940	4,920	9,790
A. Labour Force.....	4,108	1,182	5,290	4,234	5,419	4,085	5,210
1. Persons with jobs.....	4,013	1,163	5,176	4,166	5,333	4,005	5,110
(1) Agricultural.....	756	39	795	913	1,007	825	875
Paid Workers.....	97	11	108	129	143	84	90
Employers.....	72	*	74	106	108	36	37
Own Account Workers.....	440	*	445	471	478	540	547
Unpaid Family Workers.....	147	21	168	207	278	165	201
(2) Non-Agricultural.....	3,257	1,124	4,381	3,253	4,326	3,180	4,235
Paid Workers.....	2,804	1,034	3,838	2,818	3,804	2,740	3,710
Employers.....	219	17	236	210	224	124	131
Own Account Workers.....	213	33	246	205	235	301	347
Unpaid Family Workers.....	21	40	61	20	63	15	47
2. Persons without jobs and seeking work.....	95	19	114	68	86	80	100
B. Not in the Labour Force.....	887	3,810	4,697	745	4,521	835	4,580
1. Permanently unable or too old to work.....	125	73	198	142	224	155	246
2. Keeping house.....	*	3,277	3,278	*	3,298	*	3,229
3. Going to school.....	356	324	680	*	*	343	656
4. Retired or voluntarily idle.....	392	126	518	577	951	330	435
5. Other.....	13	10	23	25	48	*	14

\* Less than 10,000.

**TABLE A-5.—REGIONAL DISTRIBUTION OF PERSONS WITH JOBS**

(Estimated in thousands of persons, 14 years of age or over)

SOURCE: D.B.S. Labour Force Survey

Region	November 22, 1952		August 16, 1952	
	Number	Per Cent	Number	Per Cent
Newfoundland.....	95	1.8	100	1.9
Maritime Provinces.....	399	7.7	408	7.7
Quebec.....	1,474	28.5	1,494	28.0
Ontario.....	1,862	36.0	1,904	35.7
Prairie Provinces.....	910	17.6	983	18.4
British Columbia.....	436	8.4	444	8.3
CANADA.....	5,176	100.0	5,333	100.0

TABLE A-6.—PERCENTAGE DISTRIBUTION OF PERSONS WITH JOBS BY HOURS WORKED PER WEEK

SOURCE: D.B.S. Labour Force Survey

Number of Hours	Agricultural		Non-Agricultural	
	Nov. 22 1952	Aug. 16 1952	Nov. 22 1952	Aug. 16 1952
0.....	1.9	0.6	2.6	8.7
1-14.....	2.3	3.9	1.6	0.9
15-24.....	2.4	2.9	2.8	2.1
25-34.....	2.5	2.4	2.8	2.8
35-44.....	13.6	6.2	55.2	50.4
45-54.....	32.2	16.7	26.3	25.6
55 hours and over.....	45.1	67.3	8.7	9.5
Total.....	100.0	100.0	100.0	100.0

TABLE A-7.—REGIONAL DISTRIBUTION OF PERSONS WITHOUT JOBS AND SEEKING WORK

(Estimated in thousands of persons, 14 years of age and over)

SOURCE: D.B.S. Labour Force Survey

Region	November 22, 1952		August 16, 1952	
	Number	Per Cent	Number	Per Cent
Newfoundland.....	*	3.5	*	*
Maritime Provinces.....	13	11.4	*	*
Quebec.....	37	32.4	35	40.7
Ontario.....	31	27.2	22	25.6
Prairie Provinces.....	15	13.2	*	*
British Columbia.....	14	12.3	10	11.6
CANADA.....	114	100.0	86	100.0

\* Less than 10,000.

B—Labour Income

TABLE B-1.—ESTIMATES OF LABOUR INCOME

(\$ Millions)

SOURCE: Dominion Bureau of Statistics

	Agriculture, Forestry, Fishing, Trapping, Mining	Manu- facturing	Construc- tion	Utilities, Transporta- tion, Communi- cation, Storage, Trade	Finance, Services, (including Labour Government)	Supple- mentary Labour Income	Total
1938—Average.....	21	59	9	56	53	5	208
1939—Average.....	23	62	8	53	59	5	215
1940—Average.....	26	78	11	63	60	6	244
1941—Average.....	29	106	16	73	66	8	298
1942—Average.....	30	142	18	80	71	10	353
1943—Average.....	32	168	21	86	78	14	399
1944—Average.....	33	171	17	95	83	13	412
1945—Average.....	33	156	19	100	90	13	413
1946—Average.....	41	147	25	114	103	14	444
1947—Average.....	42	177	34	134	114	17	518
1948—Average.....	49	203	41	154	131	19	597
1949—Average.....	49	214	47	169	147	21	647
*1951—January.....	62	248	47	188	162	27	734
February.....	63	250	46	189	161	25	734
March.....	59	256	46	193	172	26	752
April.....	59	262	53	193	171	27	770
May.....	66	265	60	203	177	27	798
June.....	71	271	65	210	179	28	824
July.....	70	272	68	211	179	30	830
August.....	72	275	72	213	179	29	840
September.....	75	280	74	216	182	29	866
October.....	80	279	73	217	187	30	866
November.....	82	279	71	221	190	30	873
December.....	80	235	64	221	187	29	866
*1952—January.....	78	277	59	213	190	30	847
February.....	80	283	59	214	194	29	859
March.....	74	288	62	215	195	30	864
April.....	63	289	67	219	195	30	863
May.....	69	290	73	225	199	30	886
June.....	70	290	79	229	202	31	901
July.....	71	293	88	231	204	31	918
August.....	78	303	87	232	199	31	930
September.....	79	310	89	234	200	32	944
October.....	82	311	86	236	204	33	952

\* Includes Newfoundland, since 1949.



## C—Employment, Hours and Earnings

### TABLE C-1.—EMPLOYMENT INDEX NUMBERS BY PROVINCES

(Average calendar year 1939 = 100)      (The latest figures are subject to revision)

SOURCE: Employment and Payrolls, D.B.S.

Tables C-1 to C-3 are based on reports from employers having 15 or more employees—At November 1, 1951, employers in the principal non-agricultural industries reported a total employment of 2,502,549.

Year and Month		Canada	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia
1947—Average		158.3	146.5	137.2	172.7	150.9	163.9	156.0	135.8	158.9	174.1
1948—Average		165.0	161.0	148.4	174.2	156.2	171.2	162.0	139.0	168.9	181.6
1949—Average		165.5	157.0	149.0	165.6	154.3	173.1	166.7	139.7	180.3	179.3
1950—Average		168.0	173.1	142.5	169.9	155.0	177.7	168.0	140.8	188.5	180.7
1951—Average		180.2	176.8	149.4	180.5	168.5	191.0	173.2	148.1	202.6	190.3
Nov.	1, 1951	186.4	182.6	158.4	186.2	178.0	193.9	178.4	157.7	211.3	197.9
Dec.	1, 1951	186.6	181.0	156.2	192.3	178.6	194.7	177.5	156.5	210.9	195.1
Jan.	1, 1952	181.0	175.2	149.2	190.7	171.7	190.3	173.0	152.1	206.0	186.4
Feb.	1, 1952	177.8	183.4	150.9	186.3	169.0	187.6	169.1	142.4	201.7	179.9
Mar.	1, 1952	178.0	160.6	146.7	185.3	169.6	187.5	167.8	141.7	201.8	183.9
Apr.	1, 1952	177.9	213.4	148.9	192.4	166.4	187.6	168.8	142.0	201.6	188.6
May	1, 1952	177.4	175.6	146.2	167.4	164.2	188.3	170.9	147.3	207.0	192.7
June	1, 1952	182.5	191.7	151.5	174.6	170.9	191.6	176.6	158.5	214.1	195.1
July	1, 1952	185.5	199.4	160.6	178.6	177.3	196.5	179.2	162.3	222.4	171.2
Aug.	1, 1952	188.8	207.9	160.4	172.3	183.5	195.9	182.7	166.1	231.5	183.9
Sept.	1, 1952	190.6	209.2	163.8	183.5	179.3	198.3	182.7	164.2	235.3	201.9
Oct.	1, 1952	192.6	205.4	163.6	186.0	182.1	200.7	183.0	162.4	230.7	206.3
Nov.	1, 1952	191.9	201.5	160.1	176.7	182.7	199.8	182.8	163.8	230.3	204.5
Percentage Distribution of Employees of Reporting Establishments at November 1, 1952		100.0	0.2	3.6	2.5	29.6	42.4	5.2	2.4	4.9	9.2

NOTE:—The percentage distribution given above shows the proportion of employees in the indicated province, to the total number of employees reported in Canada by the firms making returns at the latest date.

### TABLE C-2.—EMPLOYMENT, PAYROLLS AND WEEKLY WAGES AND SALARIES

(1939 = 100)      (The latest figures are subject to revision)

SOURCE: Employment and Payrolls, D.B.S.

Year and Month		Industrial Composite <sup>1</sup>				Manufacturing			
		Index Numbers			Average Weekly Wages and Salaries	Index Numbers			Average Weekly Wages and Salaries
		Employment	Aggregate Weekly Payrolls	Average Wages and Salaries		Employment	Aggregate Weekly Payrolls	Average Wages and Salaries	
1939—Average.....		100.0	100.0	100.0	\$ 23.44	100.0	100.0	100.0	\$ 22.79
1947—Average.....		158.3	245.2	154.4	36.19	171.0	272.7	159.5	36.34
1948—Average.....		165.0	282.9	170.9	40.06	176.0	314.1	178.5	40.67
1949—Average.....		165.5	303.7	183.3	42.96	175.9	339.2	192.9	43.97
1950—Average.....		168.0	321.8	191.3	44.84	177.5	360.2	202.8	46.21
1951—Average.....		180.2	381.3	211.6	49.61	190.0	427.6	224.9	51.25
Nov.	1, 1951.....	186.4	413.4	222.1	52.05	190.8	451.4	236.5	53.89
Dec.	1, 1951.....	186.6	416.7	223.6	52.41	189.1	451.8	238.9	54.44
Jan.	1, 1952.....	181.0	388.8	215.1	50.42	183.6	417.8	227.4	51.82
Feb.	1, 1952.....	177.8	402.9	226.9	53.19	185.2	449.9	242.9	55.36
Mar.	1, 1952.....	178.0	409.0	230.2	53.95	187.3	458.0	244.5	55.73
Apr.	1, 1952.....	177.9	411.5	231.7	54.32	188.3	467.2	248.1	56.55
May	1, 1952.....	177.4	410.6	231.8	54.34	188.7	468.4	248.1	56.55
June	1, 1952.....	182.5	420.2	230.7	54.08	190.9	470.1	246.2	56.10
July	1, 1952.....	185.5	426.3	230.2	53.96	191.4	470.1	245.5	55.95
Aug.	1, 1952.....	188.8	433.3	229.9	53.89	194.1	474.6	244.4	55.71
Sept.	1, 1952.....	190.6	442.7	232.7	54.55	198.5	490.9	247.3	56.36
Oct.	1, 1952.....	192.6	452.2	235.2	55.12	200.8	503.0	260.5	57.09
Nov.	1, 1952.....	191.9	454.6	237.3	55.63	199.4	504.1	262.8	57.61

<sup>1</sup>Includes (1) Forestry (chiefly logging), (2) Mining (including milling), quarrying and oil wells, (3) Manufacturing, (4) Construction, (5) Transportation, storage and communication, (6) Public utility operation, (7) Trade, (8) Finance, insurance and real estate and (9) Services, (mainly hotels, restaurants, laundries, dry cleaning plants, business and recreational service).

**TABLE C-3.—AREA AND INDUSTRY SUMMARY OF EMPLOYMENT, PAYROLLS  
AND AVERAGE WEEKLY WAGES AND SALARIES**

(1939 = 100)

SOURCE: Employment and Payrolls, D.B.S.

Area and Industry	(Index Numbers 1939 = 100)						Average Weekly Wages and Salaries		
	EMPLOYMENT			PAYROLLS			Nov. 1 1952	Oct. 1 1952	Nov. 1 1951
	Nov. 1 1952	Oct. 1 1952	Nov. 1 1951	Nov. 1 1952	Oct. 1 1952	Nov. 1 1951			
							\$	\$	\$
<b>(a) PROVINCES</b>									
Prince Edward Island.....	201.5	205.4	182.6	429.6	427.6	356.3	42.44	41.43	38.82
Nova Scotia.....	160.1	163.6	158.4	347.1	353.1	324.7	46.45	46.23	43.95
New Brunswick.....	176.7	186.0	186.2	403.7	422.7	422.6	46.47	46.21	46.02
Quebec.....	182.7	182.1	178.0	454.1	448.6	414.4	52.92	52.43	49.54
Ontario.....	199.8	200.7	193.9	472.8	469.4	428.8	58.00	57.33	54.18
Manitoba.....	182.8	183.0	178.4	372.6	372.0	349.0	52.41	52.27	50.30
Saskatchewan.....	163.8	162.4	157.7	348.8	349.0	315.5	51.58	52.04	48.38
Alberta.....	230.3	230.7	211.3	516.1	510.3	441.6	57.00	56.27	53.16
British Columbia.....	204.5	206.3	197.9	486.4	488.5	433.6	61.85	61.55	56.97
<b>CANADA.....</b>	<b>191.9</b>	<b>192.6</b>	<b>186.4</b>	<b>454.6</b>	<b>452.2</b>	<b>413.4</b>	<b>55.63</b>	<b>55.12</b>	<b>52.05</b>
<b>(b) METROPOLITAN AREAS</b>									
Sydney.....	112.4	114.4	109.8	291.9	300.8	274.4	58.05	58.78	55.87
Halifax.....	226.6	222.2	214.8	428.7	424.1	381.1	44.30	44.71	41.55
Saint John.....	168.6	173.7	171.3	343.0	356.8	343.3	43.58	44.00	42.97
Quebec.....	168.0	168.3	158.2	412.9	413.6	357.6	45.77	45.78	42.11
Sherbrooke.....	173.9	173.4	174.8	417.5	409.2	382.9	46.89	45.84	42.50
Three Rivers.....	174.0	178.0	186.3	445.7	451.6	467.0	51.25	50.75	50.15
Drummondville.....	178.7	176.1	201.7	470.6	461.9	518.1	50.41	50.22	49.11
Montreal.....	187.6	186.9	178.6	442.8	436.8	392.3	53.94	53.46	50.18
Ottawa—Hull.....	193.4	192.0	194.6	417.0	408.8	394.5	49.94	49.30	47.02
Peterborough.....	197.3	196.4	207.1	551.4	544.4	561.2	58.95	58.48	57.10
Oshawa.....	280.3	282.9	253.6	784.8	814.2	683.5	66.10	67.96	63.78
Niagara Falls.....	310.2	331.0	270.4	853.6	866.2	660.5	66.38	63.14	58.98
St. Catharines.....	249.0	252.9	244.0	677.9	678.1	631.4	66.79	65.77	63.44
Toronto.....	207.8	204.8	197.4	481.5	469.1	426.8	58.56	57.87	54.35
Hamilton.....	205.1	207.2	201.5	514.9	515.5	463.9	60.72	60.17	55.80
Brantford.....	203.9	211.6	208.3	560.5	571.6	549.0	57.08	56.08	54.78
Galt.....	166.1	160.8	151.2	428.3	411.3	361.8	52.89	52.47	49.00
Kitchener.....	185.6	179.6	178.0	469.9	457.1	418.6	53.68	53.97	49.95
Sudbury.....	183.3	183.7	180.5	427.7	424.6	382.2	70.06	69.39	63.73
London.....	202.4	200.9	192.0	455.8	452.1	409.6	53.28	53.26	50.54
Sarnia.....	344.5	342.9	295.7	843.5	848.6	613.7	67.87	68.60	66.81
Windsor.....	228.4	232.1	211.4	512.9	533.3	449.0	62.59	64.04	59.22
Sault Ste. Marie.....	258.4	251.8	226.2	634.6	616.0	514.1	65.15	64.90	60.46
Ft. William—Pt. Arthur.....	239.3	245.3	236.0	548.0	552.7	527.9	58.35	57.40	56.86
Winnipeg.....	182.2	179.4	174.8	373.5	366.7	339.4	50.02	49.87	47.33
Regina.....	189.5	179.6	174.4	406.9	388.0	352.0	48.82	49.11	45.72
Saskatoon.....	208.3	206.8	199.5	449.5	447.5	395.7	47.80	47.93	44.02
Edmonton.....	301.7	296.3	259.8	707.0	692.5	552.0	55.10	54.96	49.96
Calgary.....	234.1	233.6	220.1	489.5	485.7	430.5	53.81	53.52	50.47
Vancouver.....	206.4	206.7	203.9	470.8	473.5	432.4	57.20	57.45	53.13
Victoria.....	228.0	229.9	226.3	525.3	519.9	482.9	55.22	54.19	51.21
<b>(c) INDUSTRIES</b>									
Forestry (chiefly logging).....	215.6	185.0	262.3	710.7	604.8	820.3	57.06	56.61	54.14
Mining.....	125.4	126.4	121.4	295.8	295.2	264.7	68.06	67.41	62.74
Manufacturing.....	199.4	200.8	190.8	504.1	503.0	451.4	57.61	57.09	53.89
Durable Goods <sup>1</sup> .....	254.5	254.8	238.4	652.9	649.0	569.5	62.32	61.89	58.04
Non-Durable Goods.....	163.8	165.9	160.0	397.2	398.2	366.0	52.89	52.33	49.87
Construction.....	212.7	223.4	203.1	663.8	682.8	559.0	58.67	57.45	51.60
Transportation, storage, communi- cation.....	188.1	190.8	186.4	379.2	381.7	360.5	57.67	57.23	55.35
Public utility operation.....	199.6	201.3	190.7	433.5	424.9	377.9	63.98	62.18	58.47
Trade.....	185.5	181.7	176.7	395.7	387.1	358.1	46.60	46.53	44.34
Finance, insurance and real estate.....	181.4	181.3	176.4	310.6	289.6	289.6	49.81	49.54	47.72
Service <sup>2</sup> .....	188.5	193.4	183.2	396.6	400.8	363.7	35.22	34.69	32.59
Industrial composite.....	191.9	192.6	186.4	454.6	452.2	413.4	55.63	55.12	52.05

<sup>1</sup> Includes wood products, iron and steel products, transportation equipment, non-ferrous metal products, electrical apparatus and supplies and non-metallic mineral products. The non-durable group includes the remaining manufacturing industries.

<sup>2</sup> Mainly hotels, restaurants, laundries, dry cleaning plants and business and recreational services.

**TABLE C-4.—HOURS AND EARNINGS IN MANUFACTURING**

(Hourly-Rated Wage-Earners) SOURCE: Man-Hours and Hourly Earnings, D.B.S.

Tables C-4 to C-6 are based on reports from a somewhat smaller number of firms than Tables C-1 to C-3. They relate only to wage-earners for whom statistics of hours of work are also available, whereas Tables C-1 to C-3 relate to salaried employees as well as to all wage-earners of the co-operative firms.

Year and Month	All Manufactures			Durable Goods			Non-Durable Goods		
	Average Hours	Average Hourly Earnings	Average Weekly Wages	Average Hours	Average Hourly Earnings	Average Weekly Wages	Average Hours	Average Hourly Earnings	Average Weekly Wages
	No.	cts.	\$	No.	cts.	\$	No.	cts.	\$
1945—Average.....	44.3	69.4	30.74	44.7	76.7	34.28	43.7	60.7	26.53
1946—Average.....	42.7	70.0	29.87	42.8	76.4	32.70	42.6	63.8	27.18
1947—Average.....	42.5	80.3	34.13	42.7	87.2	37.23	42.3	73.4	31.05
1948—Average.....	42.2	91.3	38.53	42.3	98.4	41.62	42.0	84.0	35.28
1949—Average.....	42.3	98.6	41.71	42.5	106.5	45.26	42.0	90.6	38.05
1950—Average.....	42.3	103.6	43.82	42.5	112.0	47.60	42.2	95.2	40.17
1951—Average.....	41.8	116.8	48.82	42.0	125.8	52.84	41.7	107.2	44.70
Nov. 1, 1951.....	41.8	123.5	51.62	42.1	133.3	56.12	41.5	113.0	46.90
Dec. 1, 1951.....	41.9	124.5	52.17	42.2	134.6	56.80	41.6	113.5	47.22
*Jan. 1, 1952.....	38.1	127.1	48.43	38.3	136.4	52.24	37.9	116.8	44.27
Feb. 1, 1952.....	41.6	127.1	52.87	41.9	137.5	57.61	41.2	115.7	47.67
Mar. 1, 1952.....	41.7	127.8	53.29	41.8	138.4	57.85	41.5	116.0	48.14
Apr. 1, 1952.....	42.1	129.0	54.31	42.3	139.6	59.05	41.8	116.9	48.86
May 1, 1952.....	41.9	129.4	54.22	42.1	139.5	58.73	41.6	117.8	49.00
June 1, 1952.....	41.3	129.7	53.57	41.4	139.6	57.79	41.3	118.4	48.90
July 1, 1952.....	41.3	128.6	53.11	41.4	138.3	57.26	41.2	117.9	48.57
Aug. 1, 1952.....	41.1	128.9	52.98	41.1	139.4	57.29	41.1	117.5	48.29
Sept. 1, 1952.....	41.6	129.5	53.87	41.8	141.2	59.02	41.4	116.8	48.36
Oct. 1, 1952.....	42.1	129.9	54.69	42.2	141.8	59.84	42.0	117.0	49.14
Nov. 1, 1952.....	42.1	130.9	55.11	42.1	142.5	59.99	42.0	118.2	49.64
Dec. 1, 1952.....									

\* The averages at these dates were affected by loss of working time at the year-end holidays in the case of January 1.

**TABLE C-5.—HOURS AND EARNINGS IN MANUFACTURING BY PROVINCES AND CITIES**

(Hourly-Rated Wage-Earners) SOURCE: Man-Hours and Hourly Earnings, D.B.S.

	Average Hours Worked			Average Hourly Earnings (in cents)		
	Nov. 1, 1952	Oct. 1, 1952	Nov. 1, 1951	Nov. 1, 1952	Oct. 1, 1952	Nov. 1, 1951
Newfoundland.....	42.6	44.6	44.3	123.7	122.8	121.6
Nova Scotia.....	41.1	41.3	42.5	113.3	113.1	105.6
New Brunswick.....	42.7	43.3	43.7	113.7	113.2	110.5
Quebec.....	44.1	43.9	43.3	117.0	116.0	111.1
Ontario.....	41.5	41.7	41.3	139.1	137.6	130.4
Manitoba.....	41.1	40.6	41.4	124.6	124.6	119.4
Saskatchewan.....	41.1	41.1	41.1	132.6	133.4	125.4
Alberta.....	40.9	39.6	41.3	132.9	131.9	123.2
British Columbia.....	38.4	38.8	38.2	159.4	158.3	150.5
Montreal.....	42.8	42.6	42.3	123.0	121.9	115.1
Toronto.....	41.6	41.3	40.9	138.1	137.5	129.3
Hamilton.....	40.3	40.3	39.5	153.1	151.8	142.0
Windsor.....	37.1	39.1	39.3	162.8	161.1	145.8
Winnipeg.....	40.8	40.4	40.9	122.8	122.8	118.2
Vancouver.....	38.0	38.3	37.7	155.7	156.3	149.4



**TABLE C-6.—HOURS AND EARNINGS BY INDUSTRY**

(Hourly-Rated Wage-Earners)  
 SOURCE: Man-Hours and Hourly Earnings, D.B.S.  
 (The latest figures are subject to revision)

Industry	Average Hours			Average Hourly Earnings			Average Weekly Wages		
	Nov.1 1952	Oct. 1 1952	Nov.1 1951	Nov.1 1952	Oct. 1 1952	Nov.1 1951	Nov.1 1952	Oct. 1 1952	Nov.1 1951
	no.	no.	no.	cts.	cts.	cts.	\$	\$	\$
<b>Mining</b> .....	<b>43.4</b>	<b>43.3</b>	<b>43.5</b>	<b>150.5</b>	<b>149.8</b>	<b>138.3</b>	<b>65.32</b>	<b>64.86</b>	<b>60.16</b>
Metal mining.....	44.9	44.6	43.7	151.5	151.4	140.4	68.02	67.52	61.35
Gold.....	46.3	45.7	45.7	130.7	130.5	124.6	60.51	59.64	56.94
Other metal.....	44.1	43.8	42.3	165.1	164.2	152.9	72.81	71.92	64.68
Fuels.....	40.5	40.5	41.7	155.2	153.8	142.7	62.86	62.29	59.51
Coal.....	39.6	39.7	41.2	153.8	151.8	138.7	60.90	60.26	57.14
Oil and natural gas.....	43.5	43.5	43.3	159.9	160.8	157.1	69.56	69.95	68.02
Non-metal.....	43.4	43.9	47.1	137.0	137.3	120.9	59.46	60.27	56.94
<b>Manufacturing</b> .....	<b>42.1</b>	<b>42.1</b>	<b>41.8</b>	<b>130.9</b>	<b>129.9</b>	<b>123.5</b>	<b>55.11</b>	<b>54.69</b>	<b>51.62</b>
Food and beverages.....	41.9	42.2	42.7	111.6	107.9	102.8	46.76	45.53	43.90
Meat products.....	41.0	40.4	41.9	143.7	141.7	135.7	58.92	57.25	56.86
Canned and preserved fruits and vegetables.....	37.4	42.6	38.9	91.7	89.6	84.1	34.30	38.17	32.71
Grain mill products.....	43.8	44.5	45.2	122.6	122.1	115.8	53.70	54.33	52.34
Bread and other bakery products.....	44.2	44.5	44.6	99.6	99.3	94.0	44.02	44.19	41.92
Distilled and malt liquors.....	42.4	41.4	41.8	138.5	139.4	124.2	58.72	57.71	51.92
Tobacco and tobacco products.....	40.7	40.4	41.5	126.0	128.9	125.9	51.28	52.08	52.25
Rubber products.....	42.5	42.5	41.6	133.3	131.9	131.9	56.65	56.06	54.87
Leather products.....	40.8	41.2	37.1	94.6	93.4	88.7	38.60	38.48	32.91
Boots and shoes (except rubber).....	39.6	40.7	35.4	90.9	89.9	85.2	36.00	36.59	30.16
Textile products (except clothing).....	43.1	42.8	40.0	105.7	104.8	100.4	45.56	44.85	40.16
Cotton yarn and broad woven goods.....	41.2	40.7	37.1	109.3	106.7	101.2	45.03	43.43	37.55
Woolen goods.....	44.1	44.1	42.8	99.7	99.9	95.5	43.97	44.06	40.87
Rayon, nylon and silk textiles.....	45.4	45.1	42.5	106.5	106.8	104.3	48.35	48.17	44.33
Clothing (textile and fur).....	39.9	39.9	36.8	92.6	92.3	89.3	36.95	36.83	32.86
Men's clothing.....	40.1	40.0	34.9	91.3	90.3	86.5	36.61	36.12	30.19
Women's clothing.....	36.6	37.3	34.8	95.9	97.7	91.4	35.10	36.44	31.81
Knit goods.....	41.7	41.3	39.9	93.5	93.2	90.3	38.99	38.49	36.03
*Wood products.....	43.0	43.1	42.2	119.0	118.3	112.4	51.17	50.99	47.43
Saw and planing mills.....	42.2	42.3	41.1	127.7	126.4	120.9	53.89	53.47	49.69
Furniture.....	44.5	44.4	43.3	106.6	106.1	100.9	47.44	47.11	43.69
Other wood products.....	44.1	44.4	43.6	102.7	102.1	94.5	45.29	45.33	41.20
Paper products.....	44.8	45.0	46.7	142.6	142.2	137.7	63.88	63.99	64.31
Pulp and paper mills.....	45.5	45.7	48.0	150.4	150.4	147.1	68.98	68.73	70.61
Other paper products.....	42.8	42.9	42.6	114.7	115.7	106.2	49.09	49.64	45.24
Printing, publishing and allied industries.....	40.1	39.8	40.4	151.2	151.2	136.4	60.63	60.18	55.11
*Iron and steel products.....	42.3	42.2	42.4	147.5	147.2	138.1	62.39	62.12	58.55
Agricultural implements.....	38.0	38.1	38.9	155.9	158.5	151.5	59.24	60.39	58.93
Fabricated and structural steel.....	43.0	43.5	44.6	157.3	156.4	141.4	67.64	68.03	63.06
Hardware and tools.....	43.2	42.8	42.9	133.8	133.1	124.7	57.80	56.97	53.50
Heating and cooking appliances.....	44.2	43.7	40.2	129.0	129.1	121.0	57.02	56.42	48.64
Iron castings.....	43.3	42.9	43.0	146.8	145.3	135.7	63.56	62.33	58.35
Machinery mfg.....	43.3	43.0	44.1	138.4	136.9	131.3	59.93	58.87	57.90
Primary iron and steel.....	41.2	41.3	41.7	162.9	161.5	151.8	67.11	66.70	63.30
Sheet metal products.....	41.4	42.7	41.2	138.4	141.9	130.0	57.30	60.59	53.56
*Transportation equipment.....	41.2	41.6	41.7	150.9	149.3	140.1	62.17	62.11	58.42
Aircraft and parts.....	46.2	45.4	45.3	157.1	150.8	134.3	72.58	68.46	60.84
Motor vehicles.....	37.6	40.0	40.2	166.9	166.0	149.8	62.75	66.40	60.22
Motor vehicles parts and accessories.....	40.9	41.6	41.1	155.2	155.5	146.4	63.48	64.69	60.17
Railroad and rolling stock equipment.....	39.5	39.4	40.5	141.5	141.2	139.2	55.89	55.63	56.38
Shipbuilding and repairing.....	42.7	42.7	43.5	140.2	138.7	132.1	59.87	59.22	57.46
*Non-ferrous metal products.....	42.0	41.9	41.7	150.0	149.7	137.8	63.00	62.72	57.46
Aluminum products.....	42.6	43.6	41.7	139.1	139.5	126.2	59.26	60.82	52.63
Brass and copper products.....	42.9	43.0	43.1	138.0	137.8	127.2	59.20	59.25	54.82
Smelting and refining.....	41.3	41.1	41.1	165.2	164.1	153.7	68.23	67.45	63.17
*Electrical apparatus and supplies.....	41.9	42.2	41.5	141.4	141.5	134.6	59.25	59.71	55.86
Heavy electrical machinery and equipment.....	41.4	41.9	41.3	166.5	165.8	155.3	68.93	69.47	64.14
*Non-metallic mineral products.....	44.7	44.1	44.9	130.5	129.4	123.3	58.33	57.07	55.36
Clay products.....	45.3	44.3	45.7	122.7	122.5	116.4	55.58	54.27	53.19
Glass and glass products.....	46.1	45.1	45.7	126.2	126.2	120.6	58.18	56.92	55.11
Products of petroleum and coal.....	41.5	41.4	41.4	177.4	176.4	163.0	73.62	73.03	67.48
Chemical products.....	42.1	42.0	42.8	133.9	133.9	124.7	56.37	56.24	53.37
Medicinal and pharmaceutical preparations.....	41.8	41.5	41.9	107.7	108.6	100.2	45.02	45.07	41.98
Acids, alkalis and salts.....	41.9	41.6	43.3	153.2	153.9	142.2	64.19	64.02	61.57
Miscellaneous manufacturing industries.....	42.0	41.5	42.0	104.6	104.1	99.1	43.93	43.20	41.62
*Durable goods.....	42.1	42.2	42.1	142.5	141.8	133.3	59.99	59.84	56.12
Non-durable goods.....	42.0	42.0	41.5	118.2	117.0	113.0	49.64	49.14	46.90
Construction.....	43.3	43.2	41.5	135.1	134.0	123.9	58.50	57.89	51.42
Buildings and structures.....	42.1	42.5	40.7	148.2	147.3	134.9	62.39	62.60	54.90
Highways, bridges and streets.....	44.1	43.2	42.7	105.5	104.6	98.1	46.53	45.19	41.89
Electric and motor transportation.....	45.3	45.5	45.4	131.9	131.5	120.5	59.75	59.83	54.71
Service.....	42.4	42.7	42.4	75.8	75.2	71.2	32.14	32.11	30.19
Hotels and restaurants.....	43.2	43.6	43.3	75.1	74.3	70.7	32.44	32.39	30.61
Laundries and dry cleaning plants.....	41.6	41.3	41.0	73.7	73.4	69.1	30.66	30.31	28.33

\*Durable manufactured goods industries.

**TABLE C-7.—EARNINGS, HOURS AND REAL EARNINGS FOR WAGE EARNERS IN MANUFACTURING INDUSTRIES IN CANADA**

SOURCE: Hours Worked and Hourly and Weekly Wages, D.B.S. Real Wages computed by the Economics and Research Branch, Department of Labour

Date	Average Hours Worked Per Week	Average Hourly Earnings	Average Weekly Earnings (W.E.)	Index Numbers (Av. 1949=100)		
				Average Weekly Earnings	Consumer Price Index	Average Real Weekly Earnings
		cts.	\$			
Monthly Average 1945.....	44.3	69.4	30.71	73.6	75.0	98.1
Monthly Average 1946.....	42.7	70.0	29.87	71.6	77.5	92.4
Monthly Average 1947.....	42.5	80.3	34.13	81.8	84.8	96.5
Monthly Average 1948.....	42.2	91.3	38.53	92.4	97.0	95.3
Monthly Average 1949.....	42.3	98.6	41.71	100.0	100.0	100.0
Monthly Average 1950.....	42.5	103.6	44.03	105.6	102.9	102.6
Monthly Average 1951.....	42.1	116.8	49.15	117.8	113.7	103.6
Week Preceding:						
November 1, 1951.....	41.8	123.5	51.62	123.8	117.9	105.0
December 1, 1951.....	41.9	124.5	52.17	125.1	118.1	105.9
January 1, 1952.....	41.7*	127.1	53.01*	127.1	118.2	107.5
February 1, 1952.....	41.6	127.1	52.87	126.8	117.6	107.8
March 1, 1952.....	41.7	127.8	53.29	127.8	116.9	109.3
April 1, 1952.....	42.1	129.0	54.31	130.2	116.8	111.5
May 1, 1952.....	41.7	129.4	53.96	129.4	115.9	111.6
June 1, 1952.....	41.3	129.7	53.57	128.4	116.0	110.7
July 1, 1952.....	41.3	128.6	53.11	127.3	116.1	109.6
August 1, 1952.....	41.1	128.9	52.98	127.0	116.0	109.5
September 1, 1952.....	41.6	129.5	53.87	129.2	116.1	111.3
October 1, 1952.....	42.1	129.9	54.69	131.1	116.0	113.0
November 1, 1952 <sup>(1)</sup> .....	42.1	130.9	55.11	132.1	116.1	113.8

NOTE: Average Real Weekly Earnings were computed by dividing the Consumer Price index into the average weekly earnings index. (Average 1949 = 100).

\* Figures adjusted for holidays. The actual figures are: January 1, 1952, 38.1 hours, \$48.43.

<sup>(1)</sup> Latest figures subject to revision.

## D—National Employment Service Statistics

Tables D-1 to D-7 are based on regular statistical reports from local offices of the National Employment Service. These statistics are compiled from two different reporting forms, UIC 751: statistical report on employment operations by industry, and UIC 757: inventory of registrations and vacancies by occupation. The data on applicants and vacancies in these two reporting forms are not identical.

**Form UIC 751:** This form provides a cumulative total for each month of all vacancies notified by employers, applications made by workers, and referrals and placements made by the National Employment Service. Also reported are the number of vacancies unfilled and applications on file at the beginning and end of each reporting period. Because the purpose of these data is to give an indication of the volume of work performed in various local National Employment Service offices, all vacancies and applications are counted, even if the vacancy is not to be filled until some future date (deferred vacancy) or the application is from a person who already has a job and wants to find a more suitable one.

**Form UIC 757:** This form provides a count of the number of jobs available and applications on file at the end of business on a specified day. Excluded from the data

on unfilled vacancies are orders from employers not to be filled until some future date. The data on job applications from workers exclude those people known to be already employed, those known to be registered at more than one local office (the registration is counted by the "home" office), and registrations from workers who will not be available until some specified future date.

Claimants for unemployment insurance benefits who are subject to a temporary mass lay-off are not registered for employment, and thus are not included in the statistics reported on form UIC 751 nor in the main figures in form UIC 757. A temporary mass lay-off is defined as a lay-off either for a determinate or indeterminate period which affects 50 or more workers and where the workers affected, so far as is known, will be returning to work with the same employer. Commencing 15 days after the date of such a lay-off, claimants still on the live insurance register are registered for employment on their next visit to the office and henceforth are counted in both statistical reporting forms. Persons losing several days' work each week and consequently claiming short-time unemployment insurance benefits are not included in either statistical reporting forms unless they specifically ask to be registered for employment.

**TABLE D-1.—UNFILLED VACANCIES AND LIVE APPLICATIONS FOR EMPLOYMENT**

(SOURCE: FORM U.I.C. 757)

Month	Unfilled Vacancies*			Live Applications for Employment		
	Male	Female	Total	Male	Female	Total
<b>Date Nearest:</b>						
January 1, 1947.....	54,742	35,987	90,729	135,956	28,221	164,177
January 1, 1948.....	23,515	17,161	40,666	111,304	31,108	142,412
January 1, 1949.....	11,996	13,063	25,059	150,474	36,185	186,659
January 1, 1950.....	7,971	9,748	17,719	218,769	55,188	273,957
January 1, 1951.....	24,402	9,968	34,370	173,186	53,691	226,877
January 1, 1952.....	21,192	8,218	29,410	216,839	73,400	290,239
February 1, 1952.....	14,957	8,736	23,693	275,814	87,011	362,825
March 1, 1952.....	15,129	10,209	25,338	285,454	85,487	370,941
April 1, 1952.....	18,252	13,100	31,352	304,941	80,067	385,008
May 1, 1952.....	25,778	16,332	42,110	241,885	68,351	310,236
June 1, 1952.....	26,915	18,253	45,168	163,530	61,295	224,825
July 1, 1952.....	22,772	17,679	40,451	134,394	61,866	196,260
August 1, 1952.....	23,413	17,212	40,625	118,518	57,396	175,914
September 1, 1952.....	26,178	20,870	47,048	105,169	51,121	156,290
October 1, 1952.....	29,058	20,685	49,743	93,699	49,140	142,839
November 1, 1952.....	23,846	18,092	41,938	99,383	49,258	148,641
December 1, 1952 <sup>(1)</sup> .....	19,544	15,738	35,282	142,788	51,725	194,513
January 1, 1953 <sup>(1)</sup> .....	12,051	12,143	24,194	254,660	60,901	315,561

(\*) Current vacancies only. Deferred vacancies are excluded.

(1) Latest figures subject to revision.



**TABLE D-2.—UNFILLED VACANCIES BY INDUSTRY AND BY SEX AS AT  
NOVEMBER 29, 1952 <sup>(1)</sup>**

(Source: Form U.I.C. 751)

Industry	Male	Female	Total	Change From	
				Oct. 31, 1952	Nov. 29, 1951
<b>Agriculture, fishing, trapping.....</b>	<b>377</b>	<b>141</b>	<b>518</b>	<b>— 318</b>	<b>— 313</b>
<b>Logging.....</b>	<b>1,796</b>	<b>6</b>	<b>1,802</b>	<b>— 3,804</b>	<b>— 12,991</b>
Pulpwood.....	1,616	2	1,618	— 3,718	— 11,894
Lumber.....	171	2	173	— 40	— 1,505
Other logging.....	9	2	11	— 46	— 92
<b>Mining.....</b>	<b>397</b>	<b>18</b>	<b>415</b>	<b>— 203</b>	<b>— 552</b>
Coal.....	134	2	136	— 87	— 319
Metallic ores—					
Iron.....	73	4	77	— 21	+ 1
Gold.....	41	2	43	— 45	— 152
Nickel.....	6	1	7	— 21	— 50
Other metallic ores and non-metallic minerals.....	69	7	76	— 1	— 13
Prospecting and oil producing.....	74	2	76	— 28	— 19
<b>Manufacturing.....</b>	<b>4,161</b>	<b>3,485</b>	<b>7,646</b>	<b>— 2,127</b>	<b>+ 1,629</b>
Food and kindred products (inc. tobacco).....	317	463	780	— 275	+ 343
Textiles, apparel, etc.....	343	2,045	2,388	— 743	+ 1,354
Lumber and finished lumber products.....	296	50	346	— 224	— 330
Pulp and paper products (inc. printing).....	220	177	397	— 85	+ 98
Chemicals and allied products.....	159	74	233	— 28	— 182
Petroleum and coal products.....	18	6	24	— 14	+ 7
Rubber products.....	36	15	51	— 8	+ 6
Leather and leather products.....	162	238	400	— 28	+ 269
Stone, clay and glass products.....	86	33	119	— 28	+ 63
Iron and steel and products.....	471	50	521	— 118	— 407
Non-ferrous metals and products.....	145	42	187	— 82	+ 36
Machinery.....	463	33	496	— 156	— 128
Electrical equipment and products.....	352	86	438	— 96	+ 189
Transportation equipment and other manufacturing.....	1,093	173	1,266	— 242	+ 311
<b>Construction.....</b>	<b>1,611</b>	<b>47</b>	<b>1,658</b>	<b>— 1,983</b>	<b>— 675</b>
<b>Transportation and storage.....</b>	<b>700</b>	<b>84</b>	<b>784</b>	<b>— 119</b>	<b>+ 72</b>
<b>Communications, and other public utilities.....</b>	<b>563</b>	<b>190</b>	<b>753</b>	<b>+ 81</b>	<b>+ 281</b>
<b>Trade.....</b>	<b>2,169</b>	<b>3,580</b>	<b>5,749</b>	<b>— 747</b>	<b>+ 2,110</b>
Wholesale.....	692	379	1,071	— 245	+ 339
Retail.....	1,477	3,201	4,678	— 502	+ 1,771
<b>Finance, insurance, real estate.....</b>	<b>723</b>	<b>635</b>	<b>1,358</b>	<b>— 33</b>	<b>+ 189</b>
<b>Service.....</b>	<b>7,383</b>	<b>7,323</b>	<b>14,706</b>	<b>+ 3,304</b>	<b>+ 6,611</b>
Public.....	5,902	909	6,811	+ 5,179	+ 4,234
Domestic.....	56	3,069	3,125	— 558	+ 864
Personal.....	748	2,978	3,726	— 1,169	+ 1,205
Other service.....	677	367	1,044	— 148	+ 308
<b>All Industries.....</b>	<b>19,880</b>	<b>15,509</b>	<b>35,389</b>	<b>— 5,949</b>	<b>— 3,639</b>

<sup>(1)</sup> Preliminary—subject to revision.  
Current Vacancies only. Deferred Vacancies are excluded.

**TABLE D-3.—UNFILLED VACANCIES AND LIVE APPLICATIONS FOR EMPLOYMENT,  
BY OCCUPATION AND BY SEX AS AT NOVEMBER 27, 1952 <sup>(1)</sup>**

(Source: Form U.I.C. 757)

Occupational Group	Unfilled Vacancies*			Live Applications for Employment		
	Male	Female	Total	Male	Female	Total
Professional and managerial workers....	1,141	703	1,844	3,040	892	3,932
Clerical workers.....	6,293	3,475	9,768	6,232	12,815	19,047
Sales workers.....	1,453	2,409	3,862	3,022	6,267	9,289
Personal and domestic service workers..	639	5,406	6,045	13,959	10,320	24,279
Seamen.....	25	.....	25	1,543	29	1,572
Agriculture and fishing.....	343	13	356	1,436	575	2,011
Skilled and semiskilled workers.....	7,694	2,479	10,173	54,427	10,508	64,935
Food and kindred products (inc. tobacco).....	98	112	210	841	538	1,379
Textiles, clothing, etc.....	198	1,814	2,012	1,979	6,267	8,246
Lumber and wood products.....	2,023	3	2,026	5,811	76	5,887
Pulp, paper (inc. printing).....	46	7	53	682	365	1,047
Leather and leather products.....	108	156	264	640	475	1,115
Stone, clay and glass products.....	17	.....	17	222	33	255
Metalworking.....	1,615	35	1,650	5,060	416	5,476
Electrical.....	291	26	317	651	229	880
Transportation equipment.....	70	.....	70	496	99	595
Mining.....	155	.....	155	921	1	922
Construction.....	920	.....	920	16,134	3	16,137
Transportation (except seamen).....	611	17	628	8,816	38	8,854
Communications and public utility..	47	1	48	271	4	275
Trade and service.....	162	152	314	1,463	923	2,386
Other skilled and semiskilled.....	1,169	103	1,272	7,188	816	8,004
Foremen.....	39	13	52	1,430	167	1,597
Apprentices.....	124	40	164	1,842	58	1,900
Unskilled workers.....	1,956	1,253	3,209	59,129	10,319	69,448
Food and tobacco.....	112	324	436	1,530	2,682	4,212
Lumber and lumber products.....	107	3	110	3,334	183	3,517
Metalworking.....	112	15	127	2,468	313	2,781
Construction.....	350	.....	350	10,581	.....	10,581
Other unskilled workers.....	1,275	911	2,186	41,216	7,141	48,357
<b>Total.....</b>	<b>19,544</b>	<b>15,738</b>	<b>35,282</b>	<b>142,788</b>	<b>51,725</b>	<b>194,513</b>

(1) Preliminary—subject to revision.

(\*) Current vacancies only. Deferred vacancies are excluded.

TABLE D-4.—ACTIVITIES OF NATIONAL EMPLOYMENT OFFICES NOVEMBER, 1952; LIVE APPLICATIONS AT DECEMBER 31, 1952

Office	(1) Vacancies (Source: U.I.C. 751)				Applicants (Source: U.I.C. 751)				Source: U.I.C. 757 (2) Live Applications at Dec. 31, 1952			
	Unfilled Beginning of Period	Reported During Period	Unfilled End of Period	Filled by Transfer In	Unplaced Beginning of Period	Registered During Period	Referred to Vacancies	Placements		Transfers Out	Unplaced End of Period	
								Regular	Casual			
<b>Newfoundland.</b>												
Corner Brook.....	977	243	838	29	2,282	2,430	258	214	10	18	3,380	7,478
Grand Falls.....	854	28	751	9	351	216	24	25	.....	.....	407	801
St. John's.....	13	35	14	6	307	237	205	168	10	3	401	453
	110	180	73	14	1,624	1,977	.....	.....	.....	15	2,572	6,224
<b>Prince Edward Island.</b>												
Charlottetown.....	208	794	164	1	716	1,481	849	393	445	1	1,169	2,157
Summerside.....	165	335	144	1	451	770	394	133	181	.....	1,758	1,313
	43	459	20	.....	235	711	455	170	264	1	411	844
<b>Nova Scotia.</b>												
Amherst.....	2,253	3,359	2,123	8	8,225	9,116	4,444	2,166	771	34	10,801	14,898
Bridgewater.....	1	233	.....	.....	319	1,151	212	132	101	5	450	706
Halifax.....	36	56	34	.....	406	288	54	27	13	.....	441	969
	1,885	1,714	1,703	4	2,551	3,223	2,638	1,109	445	9	3,123	3,116
Inverness.....	2	18	.....	.....	196	119	22	19	.....	1	251	442
Kentville.....	127	183	86	.....	407	606	244	147	5	1	729	1,558
Liverpool.....	9	23	26	.....	105	302	20	4	.....	17	244	349
New Glasgow.....	64	488	117	1	1,051	821	508	388	27	.....	1,024	1,797
Springhill.....	2	29	2	3	329	233	28	24	.....	.....	429	507
Sydney.....	74	454	82	.....	1,573	865	492	240	161	.....	2,354	3,102
Truro.....	48	136	64	.....	464	490	155	62	12	1	632	802
Yarmouth-Shelburne.....	5	25	9	.....	749	627	41	14	7	.....	1,124	1,550
<b>New Brunswick.</b>												
Bathurst.....	969	2,827	925	31	8,098	9,308	3,041	1,795	401	44	11,346	17,381
Campbellton.....	13	38	26	.....	475	788	33	16	4	6	1,081	2,055
Edmundston.....	43	99	57	1	546	92	92	55	13	2	685	1,355
Frederton.....	37	155	32	.....	300	803	167	93	11	19	535	990
Minto.....	113	188	87	.....	463	803	161	75	48	2	656	1,243
Moncton.....	47	98	29	.....	264	367	139	80	2	.....	351	472
Newcastle.....	258	969	350	25	2,049	2,806	1,031	501	213	3	2,739	5,031
Saint John.....	17	57	3	.....	487	2,008	70	65	.....	1	849	1,442
St. Stephen.....	339	1,064	317	4	2,395	2,208	1,157	802	86	10	2,713	2,524
Sussex.....	10	72	11	.....	772	551	42	49	17	1	1,122	1,411
Woodstock.....	3	43	7	.....	281	51	82	36	3	.....	305	323
	29	44	6	1	140	271	58	23	4	.....	310	535
<b>Quebec.</b>												
Asbestos.....	14,067	22,855	8,775	717	47,008	59,260	25,640	15,278	2,181	870	64,076	105,163
Buckingham.....	100	78	66	9	218	269	89	77	2	1	277	409
Burlington.....	15	86	52	2	327	284	83	30	.....	.....	444	703
Burlington.....	7	86	18	1	320	418	103	56	8	12	576	806
Causapscal.....	179	187	39	1	180	552	290	260	2	20	360	791



	1	3	2	223	332	43	1	12	23	428
Chandler.....	651	374	206	411	825	406	271	.....	8	1,282
Chicoutimi.....	25	34	2	139	302	39	22	.....	.....	1,056
Dolbeau.....	40	192	20	1,270	868	241	146	.....	24	672
Drummondville.....	34	58	36	291	294	66	40	.....	.....	344
Farnham.....	102	120	66	136	339	93	31	.....	.....	2,022
Gaspé.....	122	212	121	670	684	264	146	.....	2	362
Granby.....	138	236	142	3	1,378	230	152	.....	13	886
Hull.....	133	186	103	883	743	173	99	.....	11	1728
Joliette.....	90	273	55	634	1,135	405	298	.....	52	2,105
Jonquière.....	15	97	14	466	235	74	51	.....	.....	1,650
Lacluthé.....	100	76	9	237	430	95	90	.....	.....	1,052
La Malbaie.....	1,855	402	331	277	556	189	163	.....	2	3,436
La Tuque.....	207	168	170	796	881	202	153	.....	3	302
Lévis.....	16	1	.....	75	101	54	33	.....	.....	603
Maniwaki.....	167	50	4	131	281	134	91	.....	1	2,230
Mégantic.....	13	117	18	220	569	61	15	.....	8	876
Mont Laurier.....	28	30	6	88	254	61	15	.....	1	508
Montmagny.....	18	47	8	305	389	80	37	.....	3	333
Montréal.....	5,801	12,653	4,883	18,077	22,947	13,283	8,001	.....	271	1,355
New Richmond.....	2	57	1	176	232	78	46	.....	42	32,911
Port Alfred.....	10	57	3	261	385	31	19	.....	6	938
Quebec.....	784	1,615	555	5,504	6,111	2,384	1,054	.....	30	10,708
Rimouski.....	1,116	104	151	335	1,996	525	483	.....	5	1,801
Rivière-du-Loup.....	14	87	7	523	796	101	89	.....	7	848
Roberval.....	74	30	29	146	177	29	17	.....	2	2,182
Rouyn.....	82	301	73	544	887	324	174	.....	24	1,417
Ste. Agathe.....	18	104	13	232	302	132	76	.....	.....	1,264
Ste. Anne de Bellevue.....	22	108	20	237	360	105	93	.....	.....	353
Ste. Therese.....	75	177	45	365	488	193	158	.....	.....	589
St. Georges Est.....	361	683	398	573	1,012	622	273	.....	6	674
St. Hyacinthe.....	148	349	139	813	805	430	480	.....	19	927
St. Jean.....	115	285	86	537	799	382	199	.....	12	1,456
St. Jérôme.....	23	153	34	387	701	162	106	.....	3	2,057
St. Joseph d'Alma.....	248	127	24	559	663	118	93	.....	6	1,077
Sorel.....	129	241	40	74	410	235	231	.....	8	2,061
Spartan Falls.....	36	222	40	1,324	1,337	273	145	.....	60	1,611
Sterbrooke.....	273	843	228	1,893	2,150	876	497	.....	132	2,728
Sherbrooke.....	213	293	128	1,541	566	271	69	.....	2,353	3,153
Theford Mines.....	114	171	81	506	732	204	109	.....	9	1,655
Three Rivers.....	113	343	104	2,200	1,910	629	231	.....	4	721
Val d'Or.....	152	154	80	498	791	266	110	.....	109	1,030
Valleyfield.....	80	270	52	993	679	277	183	.....	68	5,040
Victoriaville.....	28	305	65	590	644	294	170	.....	8	1,138
Ontario.....	12,694	34,548	11,208	48,572	75,040	42,331	20,857	.....	2	1,309
Amnion.....	17	146	19	83	194	162	137	.....	874	88,740
Barrie.....	91	287	72	299	619	322	219	.....	.....	371
Bellefleur.....	59	230	51	421	539	220	111	.....	3	173
Bracebridge.....	40	113	3	103	315	145	105	.....	2	654
Brampton.....	105	105	31	242	207	113	89	.....	3	496
Bramford.....	48	421	76	1,704	1,433	568	323	.....	3	339
Brockville.....	91	136	16	1,704	1,433	568	323	.....	31	605
Brockton.....	15	136	16	1,704	1,433	568	323	.....	16	220
Carlton Place.....	4	29	6	154	85	33	25	.....	10	1,898
Chatham.....	276	322	169	143	85	33	25	.....	3	251
Cobourg.....	33	104	7	161	262	164	110	.....	.....	289

TABLE D-4.—ACTIVITIES OF NATIONAL EMPLOYMENT OFFICES NOVEMBER, 1952; LIVE APPLICATIONS AT DECEMBER 31, 1952

Office	(1) Vacancies (Source: U.I.C. 751)				Applicants (Source: U.I.C. 751)				Placements		Unplaced End of Period	Source: U.I.C. 757 (2) Live Applications at Dec. 31, 1952
	Unfilled Beginning of Period	Reported During Period	Unfilled End of Period	Filled by Transfer In	Unplaced Beginning of Period	Registered During Period	Referred to Vacancies	Transfers Out				
								Regular	Casual			
Ontario—Concluded												
Collingwood.....	11	204	7	1	669	264	197	171	21	.....	617	928
Cornwall.....	58	502	76	1	916	1,082	558	347	108	.....	1,178	2,540
Fort Erie.....	18	18	7	.....	358	135	40	15	.....	.....	389	431
Fort Frances.....	52	35	35	4	288	244	20	32	.....	.....	254	272
Fort William.....	31	564	63	23	800	1,146	560	392	.....	.....	1,037	1,486
Galt.....	178	381	184	10	300	447	393	226	24	2	287	307
Ganarquoie.....	11	55	3	.....	108	152	57	10	33	1	181	198
Goderich.....	47	121	37	.....	91	142	95	60	8	.....	141	310
Guelph.....	174	279	111	5	366	623	453	223	17	10	412	458
Hamilton.....	615	1,895	397	88	4,347	5,562	2,354	1,068	501	10	4,991	7,125
Hawkesbury.....	24	71	44	.....	436	284	82	24	12	2	516	847
Ingersoll.....	41	377	90	.....	163	437	355	69	53	.....	7	180
Kapuskasing.....	56	96	47	.....	400	488	105	69	3	15	550	519
Kenora.....	26	22	13	.....	266	244	23	18	.....	.....	426	413
Kingston.....	188	447	109	.....	499	991	697	357	61	.....	673	764
Kirkland Lake.....	43	132	31	1	301	581	179	110	7	22	489	680
Kitchener—Waterloo.....	219	526	165	.....	440	1,029	748	453	36	4	4,022	3,022
Leamington.....	37	74	19	.....	482	484	82	37	15	3	529	567
Lindsay.....	47	79	35	.....	130	298	85	31	15	1	303	347
Listowel.....	24	35	25	.....	121	138	64	20	4	3	166	241
London.....	802	2,154	1,243	.....	1,529	3,516	2,124	953	354	22	2,214	3,523
Midland.....	14	100	11	.....	457	490	115	80	14	11	625	1,200
Napanee.....	9	24	10	.....	124	216	24	17	3	.....	235	423
New Toronto.....	149	728	123	23	620	1,142	818	581	10	30	710	923
Niagara Falls.....	51	462	43	.....	688	1,254	506	351	61	3	943	867
North Bay.....	79	598	29	.....	470	1,167	640	369	209	6	719	1,122
Orrilla.....	19	234	14	.....	1	524	276	183	36	6	407	669
Oshawa.....	115	483	93	7	1,255	529	291	91	2	2	1,713	2,053
Ottawa.....	973	1,689	832	.....	1,831	3,479	1,771	927	228	39	2,155	2,652
Owen Sound.....	75	284	103	.....	413	691	479	155	55	24	603	1,392
Perry Sound.....	.....	26	.....	.....	91	160	30	22	.....	7	188	369
Pembroke.....	112	414	70	.....	344	965	470	239	113	6	545	672
Perth.....	47	64	29	.....	162	174	70	38	23	3	345	423
Peterborough.....	52	202	54	1	1,114	1,114	290	170	4	3	1,514	1,567
Pictou.....	3	85	6	.....	120	231	95	61	12	.....	208	403
Port Arthur.....	75	375	61	14	959	1,649	427	236	50	58	1,745	2,262
Port Colborne.....	17	58	22	.....	262	271	63	34	4	.....	307	565
Prescott.....	27	252	26	68	129	515	190	178	31	2	275	273
Renfrew.....	12	139	9	.....	145	276	142	103	18	.....	218	341
St. Catharines.....	139	485	117	7	1,209	1,434	649	326	63	8	1,565	1,882
St. Thomas.....	95	112	44	1	467	1,365	201	91	18	1	1,462	577

Sarnia.....	58	321	41	533	858	404	240	27	3	787
Sault Ste. Marie.....	90	424	87	349	760	481	276	50	.....	1,209
Sinclair.....	184	155	159	359	366	194	92	12	.....	581
Sioux Lookout.....	7	56	5	83	133	54	43	3	.....	129
Smiths Falls.....	20	74	17	126	227	84	53	11	.....	220
Stratford.....	50	207	44	306	420	265	101	42	1	381
Sturgeon Falls.....	50	92	51	559	529	154	68	14	.....	913
Sudbury.....	40	578	87	871	1,444	590	327	120	.....	683
Timmins.....	49	306	58	644	937	500	197	158	47	1,348
Toronto.....	6,014	11,321	4,900	10,812	20,777	15,631	5,700	1,573	309	2,064
Truro.....	54	205	84	288	903	231	147	1	.....	15,983
Waltham.....	33	160	17	135	310	207	158	.....	7	716
Welland.....	190	100	11	196	507	207	117	.....	1	209
Wellandburg.....	65	284	41	716	966	450	230	46	.....	352
Weston.....	254	582	343	299	771	370	280	.....	20	601
Windsor.....	184	2,054	327	4,380	3,989	3,704	2,044	263	13	1,214
Woodstock.....	84	155	52	201	356	183	83	.....	3	4,129
<b>Manitoba.....</b>	<b>2,821</b>	<b>6,802</b>	<b>3,919</b>	<b>8,871</b>	<b>12,882</b>	<b>6,873</b>	<b>2,487</b>	<b>1,386</b>	<b>48</b>	<b>11,989</b>
Brandon.....	246	508	330	566	804	373	225	40	7	15,536
Dauphin.....	66	83	44	289	400	113	76	14	.....	1,004
Elliot's Fork.....	108	88	80	134	268	174	36	17	3	672
Portage la Prairie.....	157	172	52	284	512	192	90	17	2	123
The Pas.....	20	45	24	57	170	21	18	.....	.....	640
Winnipeg.....	2,310	5,995	3,410	7,601	10,766	6,102	2,044	1,300	36	35
<b>Saskatchewan.....</b>	<b>2,076</b>	<b>3,022</b>	<b>1,399</b>	<b>2,906</b>	<b>6,786</b>	<b>3,279</b>	<b>1,852</b>	<b>640</b>	<b>27</b>	<b>12,907</b>
Estevan.....	33	74	123	327	509	405	290	5	.....	4,884
Moose Jaw.....	233	361	173	484	809	413	299	37	2	8,215
North Battleford.....	152	170	56	153	235	104	81	.....	1	132
Prince Albert.....	518	1,158	383	453	1,008	209	115	.....	1	580
Regina.....	390	798	186	578	1,708	1,862	594	31	2	2,080
Saskatoon.....	101	123	100	870	1,966	880	485	185	15	1,000
Swift Current.....	388	110	363	9	177	169	113	10	2	1,828
Teachers Office (Prov. of Sask.).....	80	60	44	74	177	114	85	.....	1	2,032
Weyburn.....	84	120	54	203	484	115	70	1	1	465
Yorkton.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	6
<b>Alberta.....</b>	<b>3,323</b>	<b>7,122</b>	<b>2,248</b>	<b>5,425</b>	<b>13,685</b>	<b>8,277</b>	<b>4,553</b>	<b>1,285</b>	<b>263</b>	<b>103</b>
Blainville.....	81	2,389	73	140	154	282	1,402	.....	.....	435
Calgary.....	990	2,869	566	2,010	5,003	2,930	1,404	606	58	991
Drumheller.....	37	137	10	258	503	351	124	.....	.....	11,441
Edmonton.....	1,460	3,167	1,024	2,958	5,962	3,827	2,138	628	168	2,984
Grande Prairie.....	155	495	122	283	616	327	576	.....	.....	3,574
Lebridge.....	330	380	193	487	1,068	663	273	34	36	143
Medicine Hat.....	116	257	134	187	1,068	163	88	7	.....	846
Red Deer.....	78	211	57	123	283	122	76	.....	1	1,628
Yellowknife.....	55	36	50	15	18	.....	.....	.....	.....	519
										322
										38



TABLE D-4.—ACTIVITIES OF NATIONAL EMPLOYMENT OFFICES NOVEMBER, 1952; LIVE APPLICATIONS AT DECEMBER 31, 1952

Office	(1) Vacancies (Source: U.I.C. 751)				Applicants (Source: U.I.C. 751)				Unplaced Beginning of Period	Registered During Period	Referred to Vacancies	Placements		Transfers Out	Unplaced End of Period	Source: U.I.C. 757 (2) Live Applications at Dec. 31, 1952
	Unfilled Beginning of Period	Reported During Period	Unfilled End of Period	Filled by Transfer In	Unplaced Beginning of Period	Registered During Period	Referred to Vacancies	Regular	Casual							
<b>British Columbia</b> .....	<b>2,211</b>	<b>9,786</b>	<b>4,083</b>	<b>87</b>	<b>24,410</b>	<b>31,750</b>	<b>9,227</b>	<b>5,329</b>	<b>880</b>	<b>71</b>	<b>34,329</b>	<b>49,293</b>				
Chilliwack.....	49	155	26	.....	531	406	197	118	33	2	1,016	1,724				
Courtenay.....	85	161	46	.....	303	414	168	136	16	1	397	1,403				
Cranbrook.....	25	64	22	5	39	297	70	46	11	.....	213	549				
Duncan.....	14	158	14	4	29	200	161	149	.....	.....	68	156				
Duncan Creek.....	32	195	30	1	264	503	225	154	.....	10	269	957				
Duncan.....	78	307	56	3	172	473	318	274	.....	.....	293	543				
Kamloops.....	13	104	9	.....	173	782	117	42	.....	.....	766	1,262				
Kelowna.....	23	229	26	1	479	649	226	197	13	1	715	1,713				
Nanaimo.....	50	95	32	.....	219	649	115	77	9	.....	695	1,418				
New Westminster.....	125	267	55	19	3,297	3,085	287	190	61	17	4,242	5,829				
Penticton.....	8	132	5	.....	241	574	143	111	14	.....	491	1,348				
Port Alberni.....	26	78	12	.....	249	311	92	76	.....	.....	283	635				
Prince George.....	175	626	88	.....	469	1,317	786	673	3	5	764	888				
Prince Rupert.....	34	440	20	4	667	910	468	421	.....	.....	835	1,132				
Princeton.....	5	49	.....	.....	88	168	58	48	2	.....	266	266				
Trail.....	43	194	41	.....	256	537	225	103	.....	.....	403	731				
Vancouver.....	1,017	5,612	3,248	15	14,979	16,920	4,470	1,902	506	29	19,905	23,322				
Vernon.....	24	100	29	2	171	586	86	68	3	.....	526	1,225				
Victoria.....	325	685	284	11	1,849	2,963	892	440	134	5	2,157	2,850				
Whitehorse.....	60	135	40	17	99	208	123	104	.....	.....	158	211				
<b>Canada</b> .....	<b>41,559</b>	<b>91,449</b>	<b>35,662</b>	<b>2,108</b>	<b>156,613</b>	<b>221,718</b>	<b>104,219</b>	<b>54,834</b>	<b>12,932</b>	<b>2,250</b>	<b>214,045</b>	<b>315,561</b>				
Males.....	23,732	58,401	20,044	1,649	104,966	162,730	64,483	37,412	7,088	1,862	157,520	254,660				
Females.....	17,827	33,048	15,618	1,459	51,647	58,988	39,736	17,422	5,844	388	56,525	60,901				

(1) Includes current and deferred vacancies.

(2) Latest figures subject to revision.

Mission City is not shown in the list of local offices but the figure for "Live Applications" is included in the totals.

**TABLE D-5.—APPLICATIONS RECEIVED AND PLACEMENTS EFFECTED BY  
EMPLOYMENT OFFICES**

(SOURCE: Form U.I.C. 751)  
(1942—1952)

Year	Applications			Placements		
	Male	Female	Total	Male	Female	Total
1942.....	1,044,610	499,519	1,544,129	597,161	298,460	895,621
1943.....	1,681,411	1,008,211	2,689,622	1,239,900	704,126	1,944,026
1944.....	1,583,010	902,273	2,485,283	1,101,854	638,063	1,739,917
1945.....	1,855,036	661,948	2,516,984	1,095,641	397,940	1,493,581
1946.....	1,464,533	494,164	1,958,697	624,052	235,360	859,412
1947.....	1,189,646	439,577	1,629,223	549,376	220,473	769,849
1948.....	1,197,295	459,332	1,656,627	497,916	214,424	712,340
1949.....	1,295,690	494,956	1,790,646	464,363	219,816	684,179
1950.....	1,500,763	575,813	2,076,576	559,882	230,920	790,802
1951.....	1,541,208	623,467	2,164,675	655,933	262,305	918,238
1952 (48 weeks).....	1,558,244	603,567	2,161,811	630,395	276,332	906,727

## E—Unemployment Insurance

**TABLE E-1.—PERSONS RECEIVING BENEFIT, NUMBER OF DAYS BENEFIT PAID, AND AMOUNT PAID**

SOURCE: Report on Operation of the Unemployment Insurance Act, D.B.S.

Province	Number Receiving Benefit in Last Week of the Month*	Month of November, 1952		
		Number Com- mencing Benefit	Number of Days Benefit Paid	Amount of Benefit Paid
Newfoundland.....	1,158	931	29,096	\$ 94,516
Prince Edward Island.....	547	275	9,147	24,121
Nova Scotia.....	7,123	4,417	131,951	401,150
New Brunswick.....	6,640	3,467	112,868	344,296
Quebec.....	33,460	21,606	694,679	1,985,974
Ontario.....	35,298	20,441	672,192	2,032,278
Manitoba.....	5,995	3,343	107,485	308,144
Saskatchewan.....	1,816	893	27,626	80,199
Alberta.....	3,553	2,014	59,720	179,795
British Columbia.....	16,729	10,647	314,156	984,971
Total, Canada, November, 1952.....	112,319	68,034	2,158,920	6,435,444
Total, Canada, October, 1952.....	79,406	50,848	1,932,994	5,710,740
Total, Canada, November, 1951.....	97,511	67,861	2,033,423	5,107,466

\* Week containing last day of the month.

**TABLE E-2.—PERSONS ON THE LIVE UNEMPLOYMENT REGISTER BY NUMBER OF DAYS, CONTINUOUSLY ON THE REGISTER, AS OF NOVEMBER 29, 1952**

SOURCE: Report on Operation of the Unemployment Insurance Act, D.B.S.

Province and Sex	TOTAL	6 days and under	7-12 days	13-24 days	25-48 days	49-72 days	73 days and over
Newfoundland.....	2,990	1,145	223	426	557	295	344
Male.....	2,803	1,078	208	411	524	284	298
Female.....	187	67	15	15	33	11	46
Prince Edward Island.....	846	333	86	148	123	55	101
Male.....	669	299	73	110	85	38	64
Female.....	177	34	13	38	38	17	37
Nova Scotia.....	10,439	3,060	1,268	1,940	2,025	944	1,202
Male.....	9,210	2,799	1,164	1,754	1,759	786	948
Female.....	1,229	261	104	186	266	158	254
New Brunswick.....	10,407	3,492	1,335	1,887	1,724	843	1,126
Male.....	8,823	3,143	1,151	1,532	1,439	689	869
Female.....	1,584	349	184	355	285	154	257
Quebec.....	57,449	19,673	7,780	8,770	8,821	4,673	7,732
Male.....	42,545	15,899	6,139	6,609	6,225	3,088	4,585
Female.....	14,904	3,774	1,641	2,161	2,596	1,585	3,147
Ontario.....	56,037	23,867	6,058	7,483	7,323	3,319	7,987
Male.....	42,670	19,762	4,818	5,572	5,187	2,059	5,272
Female.....	13,367	4,105	1,240	1,911	2,136	1,260	2,715
Manitoba.....	8,602	2,940	988	1,425	1,266	593	1,390
Male.....	6,129	2,288	761	1,003	790	368	919
Female.....	2,473	652	227	422	476	225	471
Saskatchewan.....	2,995	1,408	347	412	343	158	327
Male.....	2,394	1,246	298	332	215	82	221
Female.....	601	162	49	80	128	76	106
Alberta.....	6,712	3,783	596	724	588	312	709
Male.....	5,543	3,433	475	540	379	183	533
Female.....	1,169	350	121	184	209	129	176
British Columbia.....	25,077	8,881	3,150	4,115	4,009	1,698	3,224
Male.....	19,511	7,311	2,601	3,129	2,997	1,198	2,275
Female.....	5,566	1,570	549	986	1,012	500	949
TOTAL.....	181,554	68,582	21,831	27,330	26,779	12,890	24,142
MALE.....	140,297	57,258	17,688	20,992	19,600	8,775	15,984
FEMALE.....	41,257	11,324	4,143	6,338	7,179	4,115	8,158



**TABLE E-3.—INITIAL AND RENEWAL CLAIMS FOR BENEFIT BY PROVINCES**

SOURCE: Report on Operation of the Unemployment Insurance Act, D.B.S.

Province	Claims filed at Local Offices			Disposal of Claims (including claims pending from previous months)			
	Total	Initial	Renewal	Total Disposed of	Entitled to Benefit	Not Entitled to Benefit	Pending
Newfoundland.....	2,086	1,601	485	1,516	1,037	479	976
Prince Edward Island.....	569	381	188	473	376	97	173
Nova Scotia.....	6,785	4,137	2,648	6,433	5,311	1,122	1,727
New Brunswick.....	6,202	4,091	2,111	5,368	4,236	1,132	1,049
Quebec.....	37,328	22,963	14,365	32,661	26,172	6,489	11,595
Ontario.....	40,097	25,872	14,225	35,252	28,881	6,371	11,001
Manitoba.....	5,685	3,734	1,951	5,187	3,928	1,259	1,033
Saskatchewan.....	2,347	1,683	664	1,752	1,130	622	797
Alberta.....	4,700	3,343	1,357	3,682	2,598	1,084	1,444
British Columbia.....	17,619	10,801	6,818	15,558	12,241	3,317	4,635
Total Canada, November, 1952.....	123,418*	78,606	44,812	107,882†	85,910	21,972	35,330
Total Canada, October, 1952.....	87,957	51,333	36,624	83,418	65,409	18,009	19,784
Total Canada, November, 1951.....	122,603	83,853	38,750	107,835	86,105	21,730	35,858

\* In addition, revised claims received numbered 12,556. †In addition, 12,291 revised claims were disposed of. Of these, 929 were special requests not granted, and 1,182 were appeals by claimants. There were 1,866 revised claims pending at the end of the month.

**TABLE E-4.—REGULAR AND SUPPLEMENTARY BENEFIT CLAIMS DISALLOWED AND CLAIMANTS DISQUALIFIED**

SOURCE: Report on Operation of the Unemployment Insurance Act, D.B.S.

Chief Reasons for Non-Entitlement	Month of November, 1952	Month of October, 1952	Month of November, 1951
Claims Disallowed.....	11,272	7,725	10,553
Claimants Disqualified*			
Not unemployed.....	3,473	2,714	3,997
Disqualification—total.....	1,772	1,262	.....
6 days or less.....	1,701	1,452	.....
7 days or more.....	1,445	1,729	1,061
Not capable of and not available for work.....	212	1,124	243
Loss of work due to a labour dispute.....	1,094	1,329	799
Refused offer of work and neglected opportunity to work.....	674	633	721
Discharged for misconduct.....	5,483	4,913	5,092
Voluntarily left employment without just cause.....	975	1,116	1,131
Failure to fulfill additional conditions imposed upon certain married women..	1,224	1,135	1,257
Other reasons †.....			
Total.....	25,852	22,418	24,844

\* Includes 3,880 revised claims, disqualified.

† These include: Claims not made in prescribed manner; failure to carry out written directions; claimants being inmates of prisons, etc.

**TABLE E-5.—ESTIMATES OF THE INSURED POPULATION UNDER THE UNEMPLOYMENT INSURANCE ACT**

SOURCE: Report on Operation of the Unemployment Insurance Act, D.B.S.

At Beginning of Month of	Total	Employed	Claimants*
1951—October.....	3,094,000	3,010,900	83,100
November.....	3,106,000	3,006,200	99,800
December.....	3,170,000	3,016,300	153,700
1952—January.....	3,183,000	2,935,900	247,100†
February.....	3,195,000	2,876,500	318,500†
March.....	3,191,000	2,874,600	316,400†
April.....	3,195,000	3,874,700	320,300†
May.....	3,086,000	2,867,900	218,100
June.....	3,089,000	2,945,500	143,500
July.....	3,108,000	2,985,300	122,700
August.....	3,147,000	3,034,400	112,600
September.....	3,169,000	3,067,000	102,000
October.....	3,186,000	3,093,400	92,600

\* Ordinary claimants on the live unemployment register on the last working day of the preceding month.

† Includes supplementary benefit claimants.

TABLE E-6.—UNEMPLOYMENT INSURANCE FUND

STATEMENT OF RECEIPTS AND DISBURSEMENTS FOR THE PERIOD JULY 1, 1941 TO DECEMBER 31, 1952

Source: Unemployment Insurance Commission

Fiscal Year Ended March 31	RECEIPTS				DISBURSEMENTS					
	CONTRIBUTIONS (Gross less refunds)				Interest on Investments and Profit on Sale of Securities	Total Revenue	BENEFIT PAYMENTS		Balance in Fund	
	Employer and Employee		Government	Fines			Ordinary	Supplementary		Total
	\$	cts.								
	\$	cts.	\$	cts.	\$	cts.	\$	cts.	\$	cts.
1942.....	36,435,809 05	7,287,121 81	.....	269,268 74	27,752 92	.....	27,752 92	43,964,246 68		
1943.....	57,434,651 43	11,487,057 90	.....	1,840,448 56	716,012 75	.....	716,012 75	114,011,029 93		
1944.....	61,720,785 00	12,344,421 74	1,323 67	3,972,047 14	1,721,666 29	.....	1,721,666 29	190,327,941 19		
1945.....	63,728,555 44	12,746,179 30	2,041 02	6,195,928 42	4,966,483 51	.....	4,966,483 51	268,034,459 86		
1946.....	62,566,889 66	12,513,778 66	2,303 66	6,115,768 84	31,993,240 34	.....	31,993,240 34	317,240,660 34		
1947.....	76,015,030 91	15,203,457 58	3,820 43	7,529,985 56	43,114,329 18	.....	43,114,329 18	372,878,625 64		
1948.....	83,870,834 47	16,366,400 70	5,322 60	9,560,776 12	109,802,293 89	.....	109,802,293 89	477,734,939 21		
1949.....	98,581,559 98	20,924,013 71	8,359 08	12,113,317 56	131,697,260 33	.....	131,697,260 33	529,535,437 38		
1950.....	104,432,415 94	20,094,332 20	17,731 42	14,391,257 71	138,935,727 27	.....	138,935,727 27	664,580,376 79		
1951.....	128,744,248 84	27,538,193 16	34,656 50	15,630,847 06	171,945,935 56	.....	171,945,935 56	833,806,814 14		
1952.....	153,887,858 49	30,815,284 37	33,344 00	19,046,503 98	203,762,990 84	.....	203,762,990 84	778,199,351 43		
April.....	12,671,440 30	4,125,852 44	3,119 00	1,700,038 07	18,500,447 81	768,835 65	14,467,972 33	782,231,826 91		
May.....	12,781,404 23	2,556,897 47	4,503 00	1,777,710 90	17,130,515 60	11,080 30	10,351,221 12	789,011,121 39		
June.....	12,738,270 63	2,547,973 94	3,440 82	1,743,039 12	16,333,734 51	1,231 85	6,720,629 89	799,321,984 16		
July.....	12,102,340 86	2,420,736 67	3,894 03	1,835,569 53	16,363,471 09	6,288,648 31	6,287,809 01	809,397,646 24		
Aug.....	12,637,422 39	2,527,356 65	2,826 18	1,866,614 05	17,034,219 27	6,232,755 55	6,232,370 05	820,199,495 46		
Sept.....	12,688,942 12	2,536,678 64	2,281 80	1,839,166 36	17,067,068 92	385 50cr.	5,703,566 51	831,562,997 87		
Oct.....	13,642,632 91	2,729,488 83	5,890 70	1,921,498 05	18,299,448 49	16 10	5,700,984 92	844,101,445 34		
Nov.....	13,980,533 54	2,796,355 55	2,947 50	1,945,303 58	18,725,140 17	1,041 60cr.	6,427,143 90	856,459,441 61		
Dec.....	*13,522,009 15	2,703,029 66	2,053 70	2,038,098 99	18,265,191 50	823 10cr.	10,917,818 97	863,806,814 14		
SUB-TOTAL.....	116,774,996 13	24,944,369 85	30,826 73	16,668,034 65	158,418,227 36	780,959 70	72,810,764 65	863,806,814 14		
TOTAL.....	1,044,193,435 34	† 212,262,610 98	140,367 22	113,335,182 34	1,369,931,595 88	13,133,803 65	506,124,781 74	863,806,814 14		

\*Stamps \$6,118,039.39 Meter \$1,575,667.23 Bulk \$5,631,909.31 Arm. Ser. \$108,570.50 Sp. Force \$68,150.62 Reg. Force \$19,672.10 Total \$13,522,009.15.

† Government refunds re Supplementary Benefit classes 3 and 4; July 3, 1950 to date \$1,828,863.83.

# F—Prices

## TABLE F-1.—INDEX NUMBERS OF THE COST OF LIVING IN CANADA

Prices as at the beginning of each Month

(Calculated by the Dominion Bureau of Statistics)

—	Percent- age Increase since August 1, 1939	On base of average prices in 1935-39 as 100*							Retail Prices Index (Com- modities only)†
		Total	Food	Rent	Fuel and Light	Clothing	Home Furnish- ings and Services	Miscel- laneous	
1914.....		79.7	92.2	72.1	75.1	88.3	69.6		
1929.....		121.7	134.7	119.7	112.6	134.8	105.0		
1933.....		94.4	84.9	98.6	102.5	93.3	98.2		
1939.....		101.5	100.6	103.8	101.2	100.7	101.4	101.4	101.0
1945.....	18.6	119.5	133.0	112.1	107.0	122.1	119.0	109.4	126.2
1946.....	22.6	123.6	140.4	112.7	107.4	126.3	124.5	112.6	132.1
1947.....	34.4	135.5	159.5	116.7	115.9	143.9	141.6	117.0	148.8
1948.....	53.8	155.0	195.5	120.7	124.8	174.4	162.6	123.4	177.4
1949.....	59.8	160.8	203.0	123.0	131.1	183.1	167.6	128.8	184.8
1950									
January.....	59.7	161.0	199.4	125.0	135.6	183.3	167.0	131.6	183.8
February.....	60.3	161.6	201.3	125.0	135.9	183.0	166.4	132.1	184.7
March.....	62.4	163.7	204.0	132.7	136.3	181.4	166.3	132.1	185.8
April.....	62.7	164.0	204.5	132.7	138.0	181.2	166.4	132.3	186.2
May.....	62.7	164.0	204.6	132.7	137.5	180.8	166.4	132.8	186.1
June.....	64.1	165.4	209.0	132.7	137.1	180.7	166.9	132.4	188.3
July.....	66.2	167.5	214.3	134.9	137.7	180.7	166.9	132.5	191.0
August.....	67.2	168.5	216.7	134.9	138.4	180.9	168.9	132.5	192.4
September.....	68.5	169.8	218.8	135.5	140.8	182.3	171.1	132.8	194.3
October.....	69.3	170.7	220.1	135.5	141.0	183.5	172.7	133.3	195.5
November.....	69.3	170.7	218.6	136.4	140.6	184.5	174.8	133.4	195.1
December.....	69.7	171.1	218.8	136.4	140.7	184.9	176.4	134.1	195.6
1951									
January.....	71.1	172.5	220.2	136.4	141.5	187.1	179.8	135.8	197.3
February.....	73.8	175.2	224.4	136.4	141.7	192.4	185.1	137.0	201.4
March.....	78.3	179.7	233.9	137.6	146.5	196.3	188.6	137.8	207.9
April.....	80.4	181.8	238.4	137.6	146.7	198.8	190.7	138.8	211.2
May.....	80.6	182.0	235.4	137.6	146.2	201.5	194.9	140.7	211.3
June.....	82.6	184.1	239.8	139.8	146.2	202.5	197.1	144.0	214.0
July.....	86.1	187.6	249.7	139.8	147.2	202.9	196.4	142.2	219.6
August.....	87.4	188.9	251.4	139.8	148.2	204.6	199.0	143.7	221.1
September.....	88.3	189.8	251.1	142.7	149.5	206.9	199.1	144.0	221.6
October.....	88.9	190.4	249.7	142.7	150.2	213.8	200.1	144.3	222.4
November.....	89.7	191.2	250.2	144.8	150.8	214.6	199.9	144.9	223.0
December.....	89.6	191.1	249.3	144.8	150.8	215.5	200.6	144.9	222.7
1952									
January.....	90.0	191.5	250.0	144.8	151.2	215.3	201.1	145.7	223.1
February.....	89.3	190.8	248.1	144.8	151.3	213.0	200.1	146.5	221.6
March.....	87.6	189.1	241.7	146.3	152.5	211.2	200.8	146.9	218.3
April.....	87.2	188.7	240.2	146.3	152.5	210.4	200.5	147.9	217.5
May.....	85.2	186.7	235.3	146.3	150.6	210.1	198.2	147.4	214.0
June.....	85.8	187.3	237.0	147.9	149.8	209.3	197.2	147.4	214.5
July.....	86.5	188.0	239.5	147.9	149.8	209.1	196.7	147.4	215.7
August.....	86.1	187.6	238.0	147.9	150.1	208.6	196.0	147.8	214.8
September.....	85.0	186.5	234.2	148.9	150.3	207.7	195.8	147.8	212.7
October.....	83.5	185.0	229.3	148.9	150.9	206.7	195.9	148.5	210.1
November.....	83.3	184.8	229.0	148.9	151.1	205.5	195.5	148.8	209.7
December.....	82.7	184.2	226.1	149.9	152.7	205.4	195.3	148.8	208.4
1953									
January.....	82.9	184.4	226.2	150.2	153.9	205.3	196.0	148.9	208.6

\* For the period 1914 to 1931 the former series on the bases 1926 = 100 was converted to the bases 1935-39 = 100.

† Commodities in the cost-of-living index excluding rents and services.



**TABLE F-1a.—TOTAL AND MAIN COMPONENTS OF THE CONSUMER PRICE INDEX  
FROM JANUARY 1949 TO JANUARY 1953**

(1949 = 100.0)

Calculated by the Dominion Bureau of Statistics

	Total	Food	Shelter	Clothing	Household Operation	Other Commod- ities and Services
1949—January.....	99.8	100.8	99.2	99.7	99.9	98.9
February.....	99.7	99.7	99.3	99.7	100.2	99.4
March.....	99.4	98.7	99.2	100.0	100.1	99.5
April.....	99.3	98.1	99.6	100.2	100.1	99.5
May.....	99.2	97.9	99.7	100.3	99.8	99.8
June.....	99.6	99.2	99.7	100.3	99.7	99.8
July.....	100.0	100.2	100.3	100.3	99.7	99.8
August.....	100.4	101.3	100.2	100.1	99.6	99.9
September.....	100.4	101.2	100.5	100.2	99.6	99.9
October.....	100.6	100.8	100.5	99.8	100.6	100.9
November.....	101.0	101.9	100.5	99.7	100.5	101.0
December.....	100.5	100.3	101.0	99.7	100.4	101.1
Year.....	100.0	100.0	100.0	100.0	100.0	100.0
1950—January.....	100.1	98.1	101.1	99.6	100.6	102.0
February.....	100.2	98.4	101.1	99.5	100.6	102.2
March.....	100.9	98.8	104.7	98.9	100.8	102.2
April.....	101.2	99.3	104.9	99.2	101.2	102.2
May.....	101.2	99.3	105.1	99.1	101.1	102.2
June.....	101.9	100.9	105.9	99.1	101.5	102.3
July.....	102.7	102.6	107.4	99.1	101.6	102.4
August.....	103.3	103.8	107.8	99.3	102.6	102.5
September.....	104.3	105.4	108.7	99.9	103.4	103.0
October.....	105.9	107.6	109.0	100.6	104.6	105.2
November.....	106.4	108.4	109.5	101.0	105.1	105.4
December.....	106.6	108.4	109.6	101.3	105.5	105.7
Year.....	102.9	102.6	106.2	99.7	102.4	103.1
1951—January.....	107.7	109.0	110.0	102.6	107.1	107.4
February.....	109.1	111.0	110.4	105.1	108.6	108.0
March.....	110.8	114.1	111.5	106.7	110.5	108.3
April.....	111.7	115.5	111.8	108.5	111.4	108.6
May.....	112.2	114.3	112.4	109.0	112.7	110.4
June.....	113.7	151.8	115.2	109.5	113.8	111.8
July.....	114.6	117.9	115.5	109.7	114.3	112.2
August.....	115.5	119.0	115.8	110.7	115.1	113.4
September.....	116.5	120.5	117.2	111.9	115.5	113.6
October.....	117.1	121.3	117.2	114.1	115.8	114.1
November.....	117.9	122.5	118.2	114.5	115.9	114.8
December.....	118.1	122.5	118.2	115.2	116.4	115.0
Year.....	113.7	117.0	114.4	109.8	113.1	111.5
1952—January.....	118.2	122.4	118.3	114.9	116.4	115.5
February.....	117.6	120.8	118.3	113.5	116.3	115.8
March.....	116.9	117.6	119.1	112.9	116.9	116.4
April.....	116.8	117.2	119.4	112.5	116.8	116.6
May.....	115.9	115.5	119.6	112.3	116.2	115.6
June.....	116.0	115.7	120.4	111.8	115.9	115.7
July.....	116.1	116.0	120.6	111.7	115.9	115.6
August.....	116.0	115.7	120.6	111.6	115.8	115.8
September.....	116.1	115.8	121.2	110.9	116.0	115.8
October.....	116.0	115.1	121.5	109.9	116.2	116.4
November.....	116.1	115.7	121.4	109.8	115.9	116.6
December.....	115.8	114.1	122.2	109.7	116.1	116.6
1953—January.....	115.7	113.5	122.3	109.7	116.5	116.7

**TABLE F-2.—INDEX NUMBERS OF THE COST OF LIVING FOR NINE CITIES OF CANADA AT THE BEGINNING OF DECEMBER 1952**

Aug., 1939 = 100.0

SOURCE: Dominion Bureau of Statistics

	Total			Food	Rent	Fuel	Clothing	Home Furnishings and Services	Miscellaneous
	Dec. 1, 1951	Nov. 1, 1952	Dec. 1, 1952						
St. John's, Nfld.(1)...	103.5	102.5	102.3	101.4	106.6	107.3	102.1	101.2	100.2
Halifax.....	179.3	174.7	173.5	218.3	127.7	152.5	220.0	187.7	139.6
St. John.....	186.1	181.4	180.4	220.6	128.2	147.3	226.7	185.9	152.1
Montreal.....	197.3	189.6	188.8	239.8	151.7	146.5	193.4	201.1	144.2
Toronto.....	186.0	181.4	180.8	214.0	158.8	176.4	205.0	188.4	147.4
Winnipeg.....	183.3	177.2	176.3	225.3	136.2	133.3	201.7	198.2	141.0
Saskatoon.....	187.2	182.1	180.9	231.0	133.3	158.6	216.2	202.9	134.3
Edmonton.....	183.6	176.7	176.2	232.0	125.9	121.8	215.2	189.5	141.4
Vancouver.....	192.8	187.6	188.1	237.0	136.2	176.9	218.1	193.7	153.0

N.B.—Indexes above measure percentage changes in living costs for each city, but should not be used to compare actual levels of living costs as between cities.

(1) St. John's Index on the base:—June 1951 = 100.

**TABLE F-3.—INDEX NUMBERS OF STAPLE FOOD ITEMS**

(BASE: Aug. 1939=100)

Dominion Average Retail Price Relatives with Dominion Averages of Actual Retail Prices for Latest Month

SOURCE: Dominion Bureau of Statistics

*Commodities	Per	Dec. 1941	Dec. 1945	Dec. 1949	Dec. 1950	Dec. 1951	Nov. 1952	Dec. 1952	Price Dec. 1952
Beef, sirloin steak.....	lb.	120.7	154.8	249.5	305.2	378.1	298.2	296.0	81.9
Beef, round steak.....	lb.	125.7	167.9	278.5	339.7	422.2	330.6	328.9	77.2
Beef, blade roast, blade removed.....	lb.	132.7	162.3	296.2	380.8	481.4	359.6	356.4	56.8
Beef, stewing, boneless.....	lb.	136.7	168.3	334.6	433.1	559.1	420.0	417.0	56.4
Lamb, leg roast.....	lb.	109.9	152.8	245.1	273.8	332.3	262.4	264.1	75.6
Pork, fresh loin, centre-cut.....	lb.	125.3	143.8	235.1	244.4	239.9	240.1	238.9	64.0
Pork, fresh shoulder, hock-off.....	lb.	127.0	143.4	246.7	271.1	273.7	264.3	263.3	49.5
Bacon, side, fancy, sliced, rind-off.....	½ lb.	132.3	142.5	233.3	215.7	221.3	177.2	180.5	33.1
Lard, pure, package.....	lb.	151.3	159.6	207.9	250.5	251.3	152.7	158.2	17.2
Shortening, package.....	lb.	134.7	137.5	216.7	239.0	250.0	206.3	205.6	29.3
Eggs, grade "A", large, carton.....	doz.	156.4	181.3	196.6	233.6	242.8	246.4	198.0	61.9
Milk.....	qt.	111.0	95.4	165.1	174.3	189.0	191.7	191.7	21.1
Butter, creamery, prints.....	lb.	140.5	148.0	239.6	228.6	261.3	245.8	247.6	67.6
Cheese, plain, mild, ½ lb.....	pkg.	174.6	165.4	226.0	227.5	257.3	261.8	261.8	34.7
Bread, plain, white, wrapped.....	lb.	106.5	106.3	165.1	177.6	191.8	191.8	191.8	12.5
Flour, all-purpose.....	lb.	127.3	124.2	221.2	224.2	230.2	224.3	224.3	7.6
Corn Flakes, 8 oz.....	pkg.	101.1	100.0	163.0	171.7	190.0	195.4	195.4	18.0
Tomatoes, canned, 2½ s.....	tin	129.9	137.7	184.0	190.7	269.7	266.4	262.6	27.7
Peas, 20 oz.....	tin	117.5	121.7	147.5	147.5	165.7	172.8	172.8	21.7
Corn, Cream, choice, 20 oz.....	tin	128.3	132.7	178.8	172.8	185.6	193.8	190.1	20.5
Onions, cooking.....	lb.	108.2	126.5	165.3	119.0	168.1	182.1	182.1	9.4
Potatoes, No. 1, table.....	10 lbs.	89.9	149.4	150.5	121.8	244.5	248.5	245.4	55.9
Prunes, pkg.....	lb.	115.8	120.2	196.5	224.2	252.0	233.0	233.0	27.4
Raisins, seedless, bulk or in bag.....	lb.	104.0	108.6	128.5	140.0	175.9	169.2	167.2	24.9
Oranges, California.....	doz.	132.5	154.3	135.8	158.7	143.4	142.4	142.4	39.0
Jam, strawberry, 16 oz.....	jar	111.3	115.1	146.1	161.5	167.7	157.1	155.9	26.2
Peaches, 15 oz.....	tin	101.5	106.1	141.1	144.7	155.3	152.0	150.0	22.2
Sugar, granulated, bulk or in bag.....	lb.	132.3	132.3	150.8	191.7	204.2	175.8	174.2	10.9
Coffee, medium quality, in bag.....	lb.	141.6	131.7	234.9	299.0	314.4	308.6	308.8	105.7
Tea, black, ½ lb.....	pkg.	145.2	131.6	177.2	182.0	186.5	186.5	186.8	54.5

\*Descriptions and Units of Sale Apply to December, 1952 Prices.

TABLE F-4.—RETAIL PRICES OF STAPLE

SOURCE: DOMINION

Locality	Beef				Pork			Bacon, side, fancy, sliced, rind-off, per $\frac{1}{2}$ lb. pig.	Sausage, pure pork, per lb.
	Sirloin steak, per lb.	Round steak, per lb.	Blade roast, (blade removed) per lb.	Stewing, boneless, per lb.	Hamburger, per lb.	Fresh loin, centre cut, chops, per lb.	Fresh shoulder roast, hock-off, per lb.		
<b>Newfoundland—</b>	cts.	cts.	cts.	cts.	cts.	cts.	cts.	cts.	cts.
1—St. John's.....	111.5		<sup>a</sup> 69.7	<sup>a</sup> 52.0	67.3	73.1	72.8	<sup>a</sup> 34.6	58.7
<b>P.E.I.—</b>			<sup>a</sup>	<sup>a</sup>					
2—Charlottetown.....	87.2	78.8	62.2	54.6	49.8	63.8	53.8	29.0	43.4
<b>Nova Scotia—</b>			<sup>a</sup>				<sup>c</sup>		
3—Halifax.....	92.0	82.2	55.5	55.8	54.8	64.8	49.4	35.5	54.7
4—Sydney.....	86.5	77.4	<sup>a</sup> 60.2	61.4	54.4	64.8	50.8	33.4	50.6
<b>New Brunswick—</b>			<sup>a</sup>						
5—Moncton.....	78.6	71.4	54.4	50.1	49.2	66.0	49.7	35.2	48.9
6—Saint John.....	83.5	78.0	<sup>a</sup> 59.0	58.0	53.7	65.9	48.9	35.8	47.6
<b>Quebec—</b>									
7—Chicoutimi.....	98.3	97.8	63.4	54.6	54.7	56.8	52.2	33.2	48.4
8—Hull.....	74.7	74.1	<sup>a</sup> 51.6	51.0	44.6	59.2	46.7	28.0	50.4
9—Montreal.....	91.6	88.2	<sup>a</sup> 53.8	54.8	48.6	62.4	48.5	29.0	55.6
10—Quebec.....	84.9	83.2	<sup>m</sup> 46.0	45.4	45.4	51.4	42.2	28.1	50.0
11—Sherbrooke.....	86.0	85.5	61.0	60.8	47.3	59.0	49.9	30.7	47.2
12—Sorel.....	87.1	81.0	<sup>a</sup> 60.0	50.6	52.5	57.5	47.3	31.9	55.0
13—Three Rivers.....	92.5	82.9	50.0	48.4	44.0	55.3	47.0	29.8	55.4
<b>Ontario—</b>									
14—Brantford.....	76.1	73.4	58.8	55.4	50.3	66.2	46.3	34.0	49.2
15—Cornwall.....	75.0	73.1	<sup>a</sup> 50.8	53.3	41.7	59.0	47.8	30.9	50.9
16—Fort William.....	76.4	74.6	<sup>a</sup> 57.2	59.6	54.4	63.6	.....	33.6	61.8
17—Hamilton.....	81.2	78.1	<sup>a</sup> 57.4	57.5	50.5	66.0	44.8	33.6	50.7
18—Kirkland Lake.....	78.3	75.0	55.5	53.8	49.8	65.0	54.5	34.3	56.3
19—London.....	78.7	75.9	<sup>a</sup> 52.4	53.6	48.8	65.2	44.6	33.3	52.1
20—North Bay.....	72.2	71.8	<sup>a</sup> 52.6	49.1	46.6	65.0	.....	32.4	50.5
21—Oshawa.....	74.2	75.5	53.8	53.5	47.6	64.4	41.8	32.5	48.5
22—Ottawa.....	76.0	73.5	54.8	54.4	44.5	62.8	46.0	31.3	49.7
23—Sault Ste. Marie.....	78.0	77.3	<sup>a</sup> 57.0	61.0	52.4	66.1	50.4	32.5	53.6
24—Sudbury.....	74.4	73.7	<sup>a</sup> 54.1	52.6	45.4	59.1	<sup>d</sup> 52.6	29.9	50.7
25—Toronto.....	83.5	79.5	58.2	58.0	48.4	66.9	42.2	33.3	47.2
26—Windsor.....	74.5	71.3	<sup>a</sup> 52.4	57.7	48.4	66.4	<sup>d</sup> 47.7	33.8	55.2
<b>Manitoba—</b>							<sup>d</sup>		
27—Winnipeg.....	76.4	70.4	53.0	52.1	48.5	60.6	52.4	33.7	51.2
<b>Saskatchewan—</b>			<sup>a</sup>						
28—Regina.....	79.5	74.9	<sup>a</sup> 57.5	58.1	50.2	62.7	52.6	33.8	52.5
29—Saskatoon.....	71.9	69.9	<sup>a</sup> 50.9	58.6	48.3	60.3	53.1	34.3	51.0
<b>Alberta—</b>							<sup>d</sup>		
30—Calgary.....	81.0	75.3	66.4	59.9	46.2	65.1	54.2	35.5	54.3
31—Edmonton.....	74.6	71.0	<sup>a</sup> 50.8	56.8	48.8	59.5	47.8	35.8	49.5
<b>British Columbia—</b>							<sup>d</sup>		
32—Prince Rupert.....	91.0	86.0	62.0	65.0	56.0	67.5	60.0	39.2	65.0
33—Trail.....	93.0	89.0	<sup>a</sup> 63.4	70.5	.....	73.0	62.0	38.0	61.0
34—Vancouver.....	94.0	85.8	66.9	65.9	56.8	74.2	<sup>d</sup> 57.0	37.3	58.1
35—Victoria.....	96.7	88.7	66.5	66.4	61.6	73.2	55.6	37.4	56.4



**FOODS AND COAL BY CITIES, DECEMBER, 1952**  
Bureau of Statistics

Locality	Lamb, leg roast, per lb.	Flour, white, all-purpose per lb.	Bread, plain white, wrap- ped, sliced, per lb.	Corn Flakes, per 8 oz. pkg.	Sugar, granulated, per lb.	Jam, strawberry, with pectin, per 32 oz. jar	Eggs, fresh, Grade "A", large, carton, per doz.	Milk, fresh, per quart	Butter, creamery, first grade, per 1 lb. print.
	cts.	cts.	cts.	cts.	cts.	cts.	cts.	cts.	cts.
<b>Newfoundland—</b>									
1—St. John's.....		8-6	12-0	20-7	12-0	62-6	<sup>†</sup> 92-8	<sup>h</sup> 32-0	77-6
<b>P.E.I.—</b>									
2—Charlottetown.....		8-4	13-6	19-0	11-1	53-3	61-5	17-0	70-0
<b>Nova Scotia—</b>									
3—Halifax.....	69-5	8-1	12-8	18-3	9-8	50-9	<sup>h</sup> 64-8	20-5	71-4
4—Sydney.....	70-0	8-4	14-0	19-3	10-9	50-6	<sup>h</sup> 75-1	22-0	72-6
<b>New Brunswick—</b>									
5—Moncton.....	68-4	8-0	12-0	18-4	10-7	50-7	<sup>h</sup> 70-5	20-0	70-6
6—Saint John.....	71-5	8-0	12-7	18-7	10-2	49-1	69-3	21-0	71-6
<b>Quebec—</b>									
7—Chicoutimi.....	101-0	8-2	15-2	19-0	11-0	55-7	<sup>h</sup> 69-9	20-0	64-4
8—Hull.....		7-2	12-0	17-2	10-5	47-4	61-9	22-0	64-2
9—Montreal.....	79-8	7-5	12-0	17-3	9-7	50-2	62-8	20-0	64-4
10—Quebec.....	80-0	7-2	12-0	18-2	9-9	51-8	63-8	20-0	65-9
11—Sherbrooke.....	83-0	7-9	12-4	18-4	10-0	49-9	<sup>h</sup> 63-9	20-0	64-7
12—Sorel.....		7-3	12-0	17-7	10-1	47-9	<sup>h</sup> 64-1	19-0	64-4
13—Three Rivers.....		7-4	11-3	17-4	10-6	49-8	<sup>h</sup> 63-7	19-0	64-2
<b>Ontario—</b>									
14—Brantford.....	72-2	7-7	12-0	17-4	10-0	45-9	57-7	21-0	66-1
15—Cornwall.....		7-2	12-0	17-8	10-2	47-9	57-2	17-0	66-2
16—Fort William.....		7-0	13-3	18-9	11-4	54-0	<sup>h</sup> 58-3	23-0	66-8
17—Hamilton.....	77-6	7-8	12-0	17-4	10-4	47-1	59-1	22-0	67-4
18—Kirkland Lake.....	74-2	8-0	11-3	18-7	11-3	51-0	62-5	25-0	69-0
19—London.....	79-3	7-4	12-0	17-4	10-3	47-0	<sup>h</sup> 55-1	21-0	67-0
20—North Bay.....	77-7	7-8	12-7	19-5	11-5	50-8	<sup>h</sup> 66-3	22-0	67-6
21—Oshawa.....		7-6	12-0	17-1	10-2	47-2	59-2	21-0	65-7
22—Ottawa.....	75-2	7-6	12-0	17-7	10-5	49-5	63-1	21-8	66-1
23—Sault Ste. Marie.....	82-0	7-8	13-3	18-9	11-2	48-8	65-0	23-0	68-6
24—Sudbury.....	68-2	8-0	12-7	18-3	10-9	47-8	63-0	23-0	68-5
25—Toronto.....	78-2	7-6	12-0	17-3	10-0	46-6	<sup>h</sup> 57-8	22-0	66-8
26—Windsor.....	76-1	7-7	12-0	17-9	10-7	49-3	<sup>h</sup> 58-6	22-0	67-2
<b>Manitoba—</b>									
27—Winnipeg.....	72-8	7-1	14-0	17-8	13-0	<sup>t</sup> 65-9	<sup>h</sup> 54-8	20-0	65-6
<b>Saskatchewan—</b>									
28—Regina.....	70-5	7-2	12-8	18-7	12-9	<sup>t</sup> 63-2	53-1	20-0	64-9
29—Saskatoon.....	65-2	7-0	12-0	17-6	13-8	<sup>t</sup> 62-7	<sup>h</sup> 50-7	20-0	66-0
<b>Alberta—</b>									
30—Calgary.....	80-0	7-2	12-8	18-1	12-4	<sup>t</sup> 61-7	<sup>h</sup> 62-7	21-0	66-9
31—Edmonton.....	70-0	7-2	12-0	17-7	12-2	<sup>t</sup> 62-2	<sup>h</sup> 60-1	20-0	68-7
<b>British Columbia—</b>									
32—Prince Rupert.....	87-0	8-0	15-0	18-6	11-7	<sup>t</sup> 62-5	<sup>h</sup> 68-3	31-0	70-1
33—Trail.....	91-0	7-6	16-0	18-2	12-2	<sup>t</sup> 65-4	73-1	25-0	69-0
34—Vancouver.....	75-5	7-2	14-9	17-8	10-3	<sup>t</sup> 58-3	<sup>h</sup> 66-3	21-8	69-7
35—Victoria.....	85-3	7-4	14-9	17-9	10-7	<sup>t</sup> 58-8	<sup>h</sup> 65-6	24-0	70-2

TABLE F-4.—RETAIL PRICES OF STAPLE

Locality	Cheese, plain, processed, per $\frac{1}{2}$ lb. pkg.	Margarine, per 1 lb. pkg.	Lard, pure, per 1 lb. pkg.	Shortening, per 1 lb. pkg.	Salmon, canned, fancy pink, per $\frac{1}{2}$ lb. flat.	Orange juice, unsweet- ened, per 20 oz. tin	Peaches, choices, halves, per 10 oz. tin	Canned Vegetables			
								Tomatoes, choice, 2 $\frac{1}{2}$ s (23 oz.) per tin	Peas, choice, per 20 oz. tin	Corn, cream, choice, per 20 oz. tin	Oranges, California, 288 s, per doz.
<b>Newfoundland—</b>	cts.	cts.	cts.	cts.	cts.	cts.	cts.	cts.	cts.	cts.	cts.
1—St. John's.....	35-9	34-5	.....	33-8	.....	16-2	50-0	33-6	23-9	24-7	45-3
<b>P.E.I.—</b>											
2—Charlottetown.....	37-3	.....	19-2	29-7	29-2	18-8	21-9	29-2	22-1	22-8	42-0
<b>Nova Scotia—</b>											
3—Halifax.....	35-4	38-1	20-4	28-9	25-5	16-5	22-3	28-8	23-0	22-4	38-4
4—Sydney.....	37-0	36-7	17-9	29-7	26-2	17-5	23-1	29-7	22-3	23-2	41-1
<b>New Brunswick—</b>											
5—Moncton.....	34-8	37-2	19-4	29-5	26-7	16-4	22-3	28-9	22-3	20-4	41-7
6—Saint John.....	36-2	37-7	18-9	29-5	26-9	16-4	21-5	28-1	22-8	20-5	40-8
<b>Quebec—</b>											
7—Chicoutimi.....	36-9	.....	19-1	33-7	27-5	18-2	.....	29-3	22-3	20-7	39-6
8—Hull.....	33-1	.....	16-3	29-8	26-2	14-9	20-0	25-4	19-8	18-2	34-2
9—Montreal.....	34-4	.....	16-8	28-8	27-7	15-9	20-8	24-0	21-2	20-4	39-0
10—Quebec.....	34-5	.....	18-7	29-7	26-9	16-0	21-7	25-3	21-7	19-2	36-3
11—Sherbrooke.....	35-2	.....	18-4	29-9	26-3	16-6	21-1	24-5	22-6	21-0	40-5
12—Sorel.....	32-8	.....	17-3	29-4	27-9	14-9	21-5	25-4	18-9	19-2	39-3
13—Three Rivers.....	34-3	.....	17-6	28-4	26-5	16-7	23-2	24-7	21-5	20-2	39-0
<b>Ontario—</b>											
14—Brantford.....	33-3	37-1	17-5	28-5	26-0	16-0	21-2	26-7	19-6	18-3	39-3
15—Cornwall.....	34-5	37-0	17-5	29-0	27-9	15-5	21-2	25-4	19-7	19-6	36-9
16—Fort William.....	35-9	38-2	15-8	28-8	26-4	16-5	20-9	28-8	21-2	19-7	40-2
17—Hamilton.....	34-2	37-6	18-4	29-1	25-6	15-6	21-2	26-2	20-9	18-8	39-6
18—Kirkland Lake.....	34-6	36-8	19-8	29-8	28-2	18-9	23-1	27-6	22-5	20-5	41-4
19—London.....	33-7	37-2	18-8	29-0	27-2	16-1	20-6	24-9	21-0	19-1	36-9
20—North Bay.....	35-4	37-2	18-5	28-5	31-0	16-3	24-7	26-7	22-6	20-0	40-2
21—Oshawa.....	34-0	38-5	18-4	27-0	26-7	16-2	21-8	26-2	20-2	18-4	37-5
22—Ottawa.....	34-4	37-5	17-7	29-2	25-9	15-6	21-4	25-1	21-8	18-9	37-2
23—Sault Ste. Marie.....	35-5	37-8	17-9	29-4	26-7	16-9	.....	27-2	22-0	19-6	38-1
24—Sudbury.....	34-0	37-1	17-9	28-8	28-5	15-9	.....	27-1	21-1	19-9	39-3
25—Toronto.....	33-4	37-4	17-6	28-3	25-4	15-3	20-8	26-0	20-4	18-5	35-1
26—Windsor.....	34-8	37-6	18-6	29-4	26-7	15-5	20-9	24-9	19-2	17-8	39-0
<b>Manitoba—</b>											
27—Winnipeg.....	35-1	39-2	15-0	28-6	25-5	16-3	22-5	29-3	22-8	20-7	41-4
<b>Saskatchewan—</b>											
28—Regina.....	35-8	39-0	14-0	30-8	25-0	17-8	24-2	32-2	22-0	21-8	41-7
29—Saskatoon.....	34-8	38-8	12-5	29-2	24-9	17-7	23-5	30-7	22-7	23-4	43-2
<b>Alberta—</b>											
30—Calgary.....	33-2	39-0	12-4	29-9	25-3	16-4	25-6	32-4	21-6	23-3	40-2
31—Edmonton.....	35-2	39-8	13-5	30-5	25-2	17-8	24-0	32-3	22-0	23-1	39-9
<b>British Columbia—</b>											
32—Prince Rupert.....	36-8	38-3	14-2	31-3	28-0	18-8	23-9	33-7	m 20-8	m 20-9	43-5
33—Trail.....	36-6	38-4	15-8	35-2	27-3	18-5	25-5	33-4	m 21-0	m 22-9	41-1
34—Vancouver.....	34-6	38-0	15-6	27-6	24-1	16-4	24-8	30-2	m 19-5	m 19-3	36-9
35—Victoria.....	35-8	37-4	16-4	27-3	23-4	16-1	23-0	31-0	m 19-2	m 18-7	35-1

Above food prices are simple averages of prices reported. They are not perfectly comparable in all cases with price averages for earlier years. Changes in grading, trade practices, etc., occur from time to time. (a) Including cuts with

# FOODS AND COAL BY CITIES, DECEMBER, 1952

	Bananas, yellow, per lb.	Potatoes, Canadian, No. 1, per 10 lbs.	Onions, No. 1 cooking, per lb.	Prunes, medium size, per 1 lb. pkg.	Raisins, seedless, Australian, per lb.	Tea, black, medium quality, per ½ lb. pkg.	Coffee, medium quality, in bags, per lb.	Coal	
	cts.	cts.	cts.	cts.	cts. k	cts. w	cts. v	\$	\$
<b>Newfoundland—</b>									
1—St. John's.....	31·0	67·5	10·9	32·9	26·3	61·6	124·1	.....	23.04
<b>P.E.I.—</b>					n				
2—Charlottetown.....	24·2	46·7	9·6	26·5	27·5	51·4	117·2	.....	17.00
<b>Nova Scotia—</b>					n				
3—Halifax.....	21·3	53·1	8·0	26·5	25·6	51·2	112·4	.....	19.00
4—Sydney.....	25·5	53·8	8·6	28·8	26·6	51·0	117·9	.....	13.35
<b>New Brunswick—</b>					n				
5—Moncton.....	21·7	49·5	9·4	26·1	24·8	51·0	109·4	.....	18.50
6—Saint John.....	21·4	51·2	8·7	27·7	27·1	52·6	113·7	.....	19.81
<b>Quebec—</b>					n				
7—Chicoutimi.....	18·7	60·1	12·4	28·0	27·8	59·5	116·4	28.00	.....
8—Hull.....	18·8	52·6	10·2	26·0	25·3	54·4	109·7	28.50	.....
9—Montreal.....	17·0	50·2	9·8	29·0	24·7	56·0	106·2	28.97	.....
10—Quebec.....	17·6	48·8	10·4	27·1	25·4	56·7	110·1	27.62	.....
11—Sherbrooke.....	17·1	51·1	9·4	29·1	25·4	57·8	110·0	27.00	.....
12—Sorel.....	16·8	55·4	12·1	26·1	22·9	55·3	109·6	26.83	.....
13—Three Rivers.....	18·1	49·9	9·7	27·8	24·0	56·2	109·0	28.00	.....
<b>Ontario—</b>					n				
14—Brantford.....	18·2	53·1	8·0	29·2	23·3	54·3	102·2	27.20	.....
15—Cornwall.....	18·2	52·2	9·1	27·0	23·0	55·6	108·6	29.75	.....
16—Fort William.....	20·4	63·7	8·9	23·8	24·5	54·0	103·8	26.32	.....
17—Hamilton.....	18·9	58·1	8·6	29·0	23·0	55·7	104·1	25.81	.....
18—Kirkland Lake.....	19·8	62·0	11·4	28·2	27·2	57·8	99·2	32.50	.....
19—London.....	18·8	56·8	8·6	27·8	22·7	55·1	103·3	26.00	.....
20—North Bay.....	20·6	62·0	8·8	.....	24·2	55·8	116·5	29.75	.....
21—Oshawa.....	19·3	51·7	8·1	26·8	23·5	56·3	102·2	27.75	.....
22—Ottawa.....	19·1	51·9	10·6	27·5	26·2	54·8	104·2	28.50	.....
23—Sault Ste. Marie.....	19·6	65·0	9·5	29·0	23·8	56·5	103·4	25.50	.....
24—Sudbury.....	19·0	62·9	9·2	25·9	25·1	55·0	102·3	28.50	.....
25—Toronto.....	18·6	55·2	8·1	27·6	24·5	54·4	101·2	24.62	.....
26—Windsor.....	18·6	54·8	8·4	28·8	24·3	54·6	104·1	26.00	.....
<b>Manitoba—</b>									
27—Winnipeg.....	19·7	58·4	9·9	27·1	25·8	52·7	99·5	.....	20.75
<b>Saskatchewan—</b>									
28—Regina.....	22·4	41·7	10·4	24·8	27·4	53·1	102·5	.....	18.10
29—Saskatoon.....	22·3	53·4	11·3	26·6	26·7	51·0	98·3	.....	17.50
<b>Alberta—</b>									
30—Calgary.....	23·7	52·2	9·5	26·0	25·0	53·1	99·2	.....	.....
31—Edmonton.....	23·2	46·8	11·2	27·1	25·3	52·7	104·8	.....	8.30
<b>British Columbia—</b>									
32—Prince Rupert.....	25·3	64·3	10·0	26·5	26·0	53·9	101·4	.....	22.90
33—Trail.....	25·2	54·2	10·0	26·6	26·6	53·8	98·0	.....	19.25
34—Vancouver.....	20·2	61·0	9·3	25·1	24·0	51·9	97·2	.....	20.41
35—Victoria.....	21·1	61·9	9·9	27·6	24·3	52·2	100·8	.....	21.75

bone-in. (c) Including cuts with hock-on. (d) Including butts. (e) Local. (f) Imported. (g) Mixed—  
carton and loose. (h) Evaporated milk 17·5¢ per 16 oz. tin. (i) Californian. (m) 15 oz. tin. (n) Mixed—  
Californian and Australian. (s) 28 oz. tin. (t) Pure. (v) Including tins. (w) Orange Pekoe.



TABLE F-5.—INDEX NUMBERS OF THE COST OF LIVING IN CANADA AND OTHER COUNTRIES

(Base figure 100 except where noted)

SOURCE: Dominion Bureau of Statistics

Country	Canada	United States	Mexico	United Kingdom	Ireland	France	Italy	Sweden	Switzerland	Egypt	South Africa	Australia	New Zealand
Description of Index	Cost of Living, Dominion Bureau of Statistics	Consumers' Price Index, Bureau of Statistics	Cost of Living, Mexico City	Interim Index of Retail Prices, Ministry of Labour	Interim Index of Retail Prices	Retail Price Index, Statistique Generale	Cost of Living	Cost of Living	Cost of Living, Federal Labour Department	Cost of Living	Cost of Census and Statistics Office	Cost of Living, Commonwealth Statistician	Retail Price Index, Government Statistician
Localities						Paris				Cairo		6 Capital Cities	25 Towns
Base Period	1935-39	1935-39	1939	January 1952	August 1947	1949	1938	1935	June, 1914 (e)	June-Aug. 1939	1938	1936-39 = 1000	1st quarter 1949 = 1000
1922	(a) 120.4	(b) 119.7		(b) 1183	(f) 185				(c) 164		110.1	(d)	
1926	121.8	126.4		(f) 172	176				162	125	106.3	(f)	
1929	121.7	129.5		(f) 164	170				161	118	106.6		
1933	121.7	129.5		(f) 164	151	(g)			131	99	93.2		
1939	101.5	98.4	100.0	(f) 138	178	108			138	(m) 103	99.9	1029	748
1940	105.6	100.5	100.7	(f) 184	205	129			151	113	103.4	1051	782
1941	111.7	104.7	104.4	(f) 199	226	150			174	138	108.2	1111	810
1944	118.0	109.1	109.1	(f) 201	295	285			209	279	128.8	1270	872
1945	118.0	109.1	109.1	(f) 203	295	393			207	293	132.2	1270	884
1946	118.0	109.1	109.1	(f) 203	291	645			208	287	134.1	1278	891
1947	135.5	135.5	300.3	(f) 203		1030			217	279	139.7	1309	919
1948	155.0	155.0	318.6	(f) 108	(p) 99	1632	4575		224	281	147.8	1382	992
1949	162.0	162.0	338.0	(f) 100	(p) 100	1818	4847		222	278	153.2	1528	1009
1950	166.5	166.5	338.0	(f) 111	(p) 100	1845	4915		(e) 159.1	293	159.3	1669	1068
1951	184.5	184.5	400.0	(f) 114	(p) 109	1330.1	5320		(e) 166.7	319	171.0	1906	1183
November	191.2	188.6	428.2	(f) 123	(p) 113	140.4	(k) 8419		170.8	327	173.4	2303	1237
December	191.1	188.6	430.4	(f) 123		142.9	(k) 8416		170.5	328	179.5		
January	191.5	187.1	440.4	(f) 122		145.9	(k) 8416		170.8	329	181.9		
February	190.8	187.0	444.0	(f) 122	114	148.5	(k) 8416		170.8	329	181.9		
March	189.1	188.0	448.0	(f) 106.6		148.5	(k) 8416		170.8	329	181.9	2366	1253
April	188.7	188.7	451.0	(f) 106.6		148.5	(k) 8416		170.8	329	181.9		
May	188.7	188.7	457.8	(f) 102.2	115	148.5	(k) 8416		170.8	329	181.9		
June	187.3	186.6	463.0	(f) 103.8		148.5	(k) 8416		170.8	329	181.9		
July	188.0	188.0	463.0	(f) 103.8		148.5	(k) 8416		170.8	329	181.9		
August	187.6	187.6	464.8	(f) 103.8	122	148.5	(k) 8416		170.8	329	181.9	2488	1270
September	186.5	186.5	464.8	(f) 103.8		148.5	(k) 8416		170.8	329	181.9		
October	185.0	185.0	464.8	(f) 103.8		148.5	(k) 8416		170.8	329	181.9		
November	184.8	184.8	464.8	(f) 103.8		148.5	(k) 8416		170.8	329	181.9	2524	1284
December	184.2	184.2	464.8	(f) 103.8		148.5	(k) 8416		170.8	329	181.9		

(a) First week of month. (b) Middle of month. (c) Last week of month. (d) Quarterly. (e) New series, August 1939 = 100, beginning January 1950. (f) Yearly averages are for period from July of preceding year to June of year specified. (g) July. (h) Average June-December. (i) Years 1914-47 on base July, 1914 = 100. (j) Series on June, 1947 base. (k) Revised index. (l) Annual averages 1936-46 are on base July, 1914 = 100. (m) Average June-December. (n) Adjusted series. (o) New series on January 19, 1952 base. (p) Average of quarterly indexes. (q) Annual averages 1938-1950 are on base 1938 = 100. (r) New series on base 1949 = 100.

**TABLE F-6.—INDEX NUMBERS OF WHOLESALE PRICES IN CANADA**

(1935—1939 = 100)

SOURCE: Dominion Bureau of Statistics

	1913	1918	1929	1933	1939	1950	1951	Nov. 1951	Oct. 1952	Nov. 1952
All Commodities										
Classified According to Chief Component Material.....										
I. Vegetable Products.....	83.4	166.0	124.6	87.4	99.2	211.2	240.2	230.1	221.0	221.9
II. Animals and Their Products.....	79.8	175.6	125.7	81.4	89.1	202.0	218.6	220.9	203.9	204.6
III. Fibres, Textiles and Textile Products.....	94.4	169.3	145.2	79.1	100.6	251.3	247.7	280.4	233.1	235.4
IV. Wood, Wood Products and Paper.....	81.6	220.4	128.1	97.8	107.3	246.7	205.0	205.0	245.6	244.8
V. Iron and Its Products.....	88.7	123.7	130.3	87.2	104.8	208.3	208.5	209.0	240.8	243.4
†VI. Non-Ferrous Metals and Their Products.....	72.3	164.5	98.2	89.5	100.0	183.5	180.6	185.7	221.1	221.2
VII. Non-Metallic Minerals and Their Products.....	133.9	193.0	134.9	87.5	99.7	139.5	160.6	171.0	168.1	167.6
VIII. Chemicals and Allied Products.....	66.7	96.6	109.0	99.1	100.3	164.8	169.8	171.0	173.4	173.5
	79.8	149.5	120.2	102.4		157.8	187.3	187.7	175.9	176.4
Classified According to Degree of Manufacture										
I. All Raw (or partly manufactured).....	85.1	154.4	126.1	79.3	94.9	212.8	237.9	237.1	209.9	210.8
II. All Manufactured (fully or chiefly).....	86.2	169.8	133.7	93.3	101.9	211.0	242.4	241.5	227.7	228.8
*General Building Materials.....	76.2	125.9	112.6	89.1	102.0	249.9	280.8	289.3	289.4	289.4
Residential Building Materials.....			112.4	89.0	102.3	242.7	286.2	289.4	284.3	283.9
Canadian Farm Products Total.....			140.8	69.3	92.6	236.7	268.6*	273.4*	221.3	222.9
Field.....			137.2	69.3	83.7	191.9	200.4*	218.2*	179.7	179.2
Animal.....			144.4	69.2	101.5	281.4	336.9	328.5	263.0	266.5

† Gold is included from 1935 to date.

\* Arithmetically converted from base 1926 = 100.

The indexes for 1952 are subject to revision.

† Revised—incorporates final payment for wheat, oats and barley for crop year 1951-52.

## G—Strikes and Lockouts

**TABLE G-1.—STRIKES AND LOCKOUTS IN CANADA, JANUARY-DECEMBER, 1951-1952†**

Date	Number of Strikes and Lockouts		Number of Workers Involved		Time Loss	
	Com-mencing During Month	In Existence	Com-mencing During Month	In Existence	In Man-Working Days	Per Cent of Estimated Working Time
1952*						
January.....	15†	15	5,749†	5,749	75,220	0.08
February.....	12	22	12,388	13,048	47,603	0.05
March.....	17	26	2,895	5,204	65,502	0.07
April.....	20	35	8,352	12,055	178,605	0.19
May.....	28	42	14,434	22,973	247,733	0.27
June.....	27	40	44,704	59,364	708,382	0.77
July.....	24	47	8,802	55,737	881,318	0.95
August.....	19	43	6,295	15,018	205,515	0.22
September.....	16	41	5,308	15,045	203,245	0.22
October.....	17	38	5,931	13,322	165,009	0.18
November.....	10	22	2,163	5,084	44,176	0.05
December.....	8	18	1,442	3,646	47,279	0.05
Cumulative totals.....	213		118,463		2,869,587	0.26
1951						
January.....	18†	18	6,255†	6,255	16,988	0.02
February.....	16	20	4,760	4,944	20,103	0.02
March.....	23	29	4,523	4,988	16,960	0.02
April.....	17	22	3,723	3,950	10,199	0.01
May.....	32	40	7,250	8,038	35,167	0.04
June.....	41	53	15,289	15,937	128,510	0.14
July.....	18	36	7,326	11,249	119,598	0.13
August.....	26	44	21,305	28,215	226,622	0.25
September.....	24	35	4,035	10,808	117,480	0.12
October.....	18	33	5,547	8,665	55,467	0.06
November.....	12	22	11,221	13,074	38,810	0.04
December.....	14	21	11,636	12,497	115,835	0.12
Cumulative totals.....	259		102,870		901,739	0.08

\* Preliminary figures.

† Strikes un-terminated at the end of the previous year are included in these totals.

‡ The record of the Department includes lockouts as well as strikes but a lockout, or an industrial condition which is undoubtedly a lockout, is not often encountered. In the statistical table, therefore, strikes and lockouts are recorded together. A strike or lockout included as such in the records of the Department is a cessation of work involving six or more employees and lasting at least one working day. Strikes of less than one day's duration and strikes involving less than six employees are not included in the published record unless ten days or more time loss is caused, but a separate record of such strikes is maintained in the Department and these figures are given in the annual review. The records include all strikes and lockouts which come to the knowledge of the Department and the methods taken to obtain information preclude the probability of omissions of strikes of importance. Information as to a strike involving a small number of employees or for a short period of time is frequently not received until some time after its commencement.



**TABLE G-2.—STRIKES AND LOCKOUTS IN CANADA, DECEMBER, 1952 <sup>(1)</sup>**

Industry, Occupation and Locality	Number Involved		Time Loss in Man- Working Days	Particulars <sup>(2)</sup>
	Estab- lishments	Workers		
Strikes and Lockouts in Progress Prior to December, 1952				
MINING— Copper refiners, Montreal, P.Q.	1	200	5,000	Commenced July 14; for a union agreement; partial return of workers; untermiated.
MANUFACTURING— <i>Boots and Shoes (Leather)—</i> Shoe factory workers, Grand'Mere, P.Q.	1	200	4,000	Commenced November 26; for a new agreement providing for increased wages, union shop, check-off, pay for additional statutory holidays, seniority, rest periods, and hospital and accident insurance plans following reference to arbitration board; terminated December 24; negotiations; compromise.
<i>Textiles, Clothing, etc.—</i> Rayon factory workers, Louiseville, P.Q.	1	460	8,000	Commenced March 10; for a new agreement providing for increased wages, union shop, check-off and other changes following reference to arbitration board; partial return of workers; untermiated.
Cotton factory workers, Hamilton, Ont.	1	237	1,400	Commenced October 1; inter-union dispute <i>re</i> bargaining agency; terminated December 8; conciliation; in favour of employer.
Clothing and hosiery factory workers, Montreal, P.Q.	2	490	10,000	Commenced November 25; for a new agreement providing for increased wages and other changes following reference to arbitration board; untermiated.
<i>Miscellaneous Wood Products—</i> Wood furniture factory workers, Durham, Ont.	1	65	1,500	Commenced July 21; for a union agreement providing for increased wages, union security, two weeks' vacations with pay and pay for seven statutory holidays following reference to conciliation board; untermiated.
CONSTRUCTION— <i>Buildings and Structures—</i> Plumbers and steamfitters, Edmonton, Alta.	27	436	4,250	Commenced November 12; for a new agreement providing for increased wages following reference to conciliation and arbitration board; terminated December 12; conciliation; compromise.
TRANSPORTATION— <i>Other Local and Highway—</i> Truck mechanics, etc., Vancouver, B.C.	1	18	230	Commenced November 26; for a new agreement providing for increased wages, reduced hours from 44 to 40 per week, pay for all statutory holidays and extension of vacation plan following reference to conciliation board; terminated December 16; negotiations; compromise.
TRADE— Steel products warehouse workers, Vancouver, B.C.	1	23	230	Commenced October 1; for a new agreement providing for increased wages following reference to conciliation board; terminated December 12; negotiations; compromise.

**TABLE G-2.—STRIKES AND LOCKOUTS IN CANADA, DECEMBER, 1952 <sup>(1)</sup>**

Industry, Occupation and Locality	Number Involved		Time Loss in Man- Working Days	Particulars(2)
	Estab- lishments	Workers		
Strikes and Lockouts in Progress Prior to December, 1952				
Retail store clerks, Bell Island, Nfld.	13	75	450	Commenced November 22; for imple- mentation of award of conciliation board for increased wages in new agreement under negotiations; ter- minated December 6; negotiations; in favour of workers.
Strikes and Lockouts Commencing During December, 1952				
MANUFACTURING— <i>Printing and Publishing—</i> Lithographers, Oshawa, Ont.	1	(3) 21	150	Commenced December 3; alleged discrimination in allocation of work following installation of new equip- ment and for a union agreement; terminated December 12; negotia- tions; in favour of employer.
<i>Miscellaneous Wood Products—</i> Lumber mill workers, Interior British Columbia	52	1,000	7,500	Commenced December 3; for new agreements providing for increased wages and pay for three statutory holidays following reference to conciliation board; terminated by December 16; conciliation and negotiations; in favour of employers
<i>Metal Products—</i> Jewellery factory workers, Vancouver, B.C.	5	(4) 44	700	Commenced December 8; for implementation of award of con- ciliation board for increased wages, pay for nine statutory holidays and other changes in new agreement under negotiations; untermintated.
CONSTRUCTION— <i>Buildings and Structures—</i> Carpenters, Cornwall, Ont.	1	54	54	Commenced December 12; for dis- missal of a foreman alleged to be unfair; terminated December 15; return of workers; in favour of employer.
Carpenters, Fort William, Ont.	1	33	330	Commenced December 17; for a new agreement providing for increased wages retroactive to April 1, 1952; untermintated.
Sheet metal workers, Fort William and Port Arthur, Ont.	.....	150	1,500	Commenced December 17; for implementation of award of con- ciliation board for increased wages in new agreement under negotiations; untermintated.
<i>Miscellaneous—</i> Power plant construction workers, Campbell River, B.C.	1	126	1,890	Commenced December 10; for a union agreement providing for increased wages; terminated December 31; negotiations; in favour of workers.
TRADE— Wholesale grocery workers, Moncton, N.B.	1	14	95	Commenced December 1; for a union agreement providing for increased wages, reduced hours from 48 to 45 per week, check-off, etc., following reference to conciliation board; terminated December 8; con- ciliation; compromise.

(<sup>1</sup>) Preliminary data based where possible on reports from parties concerned, in some cases incomplete; subject to revision for the annual review.

(<sup>2</sup>) In this table the date of commencement is that on which time loss first occurred and the date of termination is the last day on which time was lost to an appreciable extent.

(<sup>3</sup>) 16 indirectly affected; (<sup>4</sup>) 14 indirectly affected.



## Explanatory Note to "Local Labour Market Conditions"

The system of classifying the labour market situation in individual areas is an analytical device whose purpose is to give a clear and brief picture of local labour market conditions based on an appraisal of the situation in each area. In considering the significance of the number of areas in each category, it is necessary to keep in mind the marked seasonal fluctuations in labour requirements in Canada. Labour surpluses are consistently highest in each year from December to March and lowest from July to October.

The criteria on which this classification system is based are as follows:—

**Group 1: Labour Surplus.** Areas in which current or immediately prospective labour supply exceeds demand in almost all of the major occupations. This situation usually exists when the ratio of applications for employment on file with NES to paid workers, including those looking for jobs, is more than 9.9, 11.9 or 13.9 per cent, depending on the size and character of the area.

**Group 2: Labour Surplus.** Areas in which current or immediately prospective labour supply exceeds demand in about half of the major occupations. The situation usually exists when the ratio of applications for employment on file with NES to paid workers, including those looking for jobs, is more than 5.9 or 6.9 per cent but less than 10.0, 12.0 or 14.0 per cent, depending on the size and character of the area.

**Group 3: Balanced Labour Supply.** Areas in which current or immediately prospective labour demand and supply are approximately in balance for most of the major occupations. This situation usually exists when the ratio of applications for employment on file with NES to paid workers, including those looking for jobs, is more than 1.9 or 2.4 per cent but less than 6.0 or 7.0 per cent, depending on the size and character of the area.

**Group 4: Labour Shortage.** Areas in which current or immediately prospective labour demand exceeds supply in most of the major occupations. The situation usually exists when the ratio of applications for employment on file with NES to paid workers, including those looking for jobs, is less than 2.0 or 2.5 per cent, depending on the size and character of the area.

The regular labour market analyses conducted by the Department of Labour in the

postwar years indicate that the percentage ranges mentioned are usually symptomatic of the differing labour market situations designated in the above categories.

Information on labour market conditions in local areas is obtained mainly from monthly reports submitted by each of the local offices of the National Employment Service. This information is supplemented by reports from field representatives of the Department of Labour who regularly interview businessmen about employment prospects in their companies, statistical reports from the Dominion Bureau of Statistics and relevant reports from other federal government departments, from provincial and municipal governments and from non-governmental sources.

To facilitate analysis, all labour market areas considered in this review have been grouped into four different categories (metropolitan, major industrial, major agricultural, and minor) on the basis of the size of the labour force in each and the proportion of the labour force engaged in agriculture. This grouping is not meant to indicate the importance of an area to the national economy. The key to this grouping is shown in the map chart on page 179 and in the listing opposite the map.

The geographical boundaries of the labour market areas dealt with in this section do not coincide with those of the municipalities for which they are named. In general, the boundaries of these areas coincide with the district serviced by the respective local office or offices of the National Employment Service. In a number of cases, local office areas have been amalgamated and the name places appearing in the table giving the classification of labour market areas and in the map include several local office areas, as follows: Montreal includes Montreal and Ste. Anne de Bellevue; Lac St. Jean District includes Chicoutimi, Dolbeau, Jonquière, Port Alfred, Roberval and St. Joseph d'Alma; Gaspé District includes Causapscal, Chandler, Gaspé, Matane and New Richmond; Ottawa-Hull includes Ottawa, Hull and Maniwaki; Toronto includes New Toronto, Toronto and Weston; Vancouver-New Westminster includes Vancouver, New Westminster and Mission City; Central Vancouver Island includes Courtenay, Duncan, Nanaimo and Port Alberni; and Okanagan Valley includes Kelowna, Penticton and Vernon.

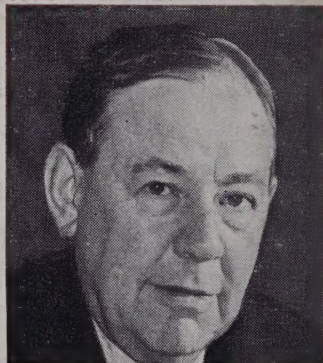
The 115 labour market areas covered in this analysis include 90 to 95 per cent of all paid workers in Canada.



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*Trades and Labour Congress of Canada*



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